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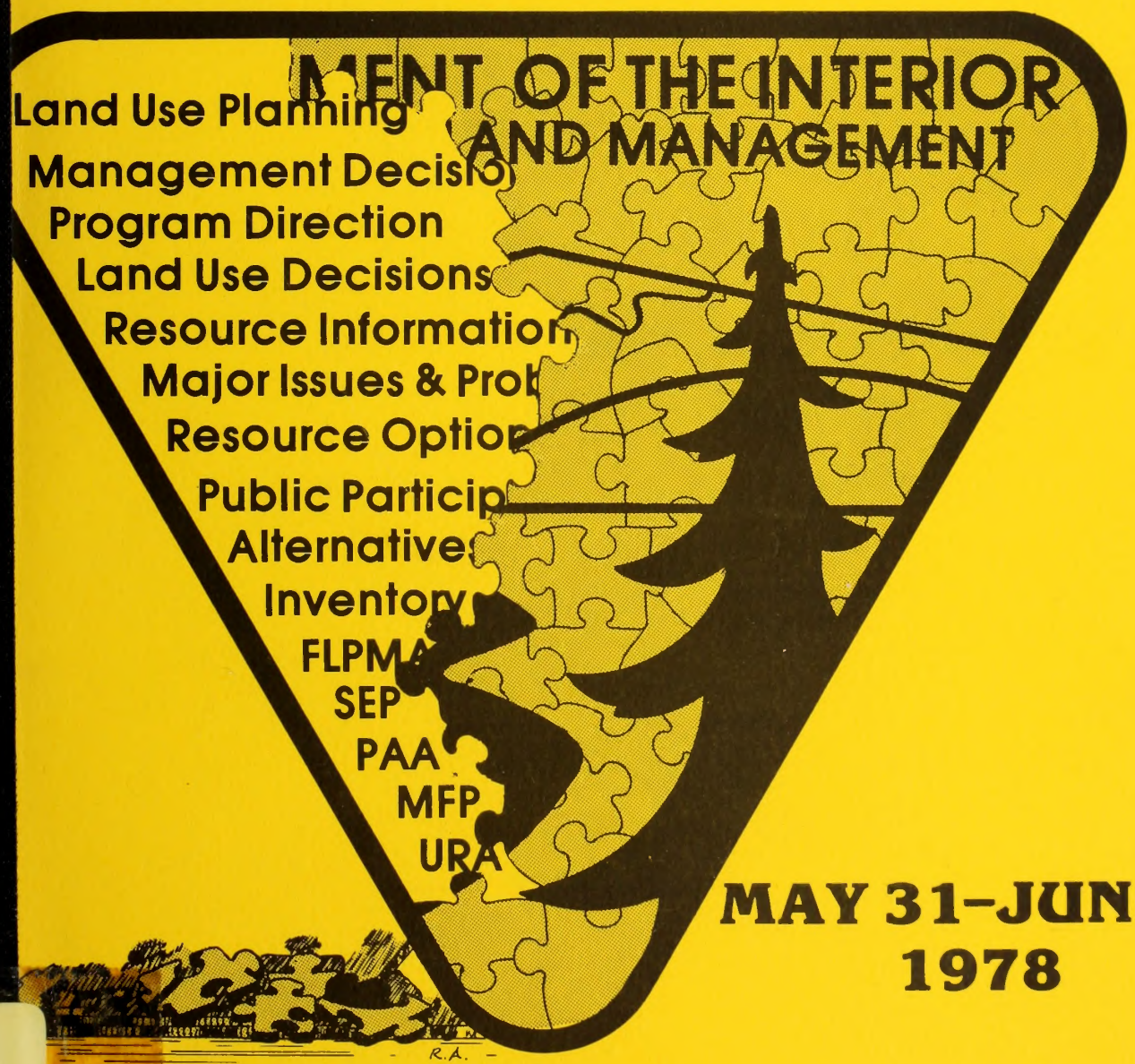

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Montana Planning Quality Workshop

May 31-June 2, 1978
Northern Hotel
Billings, MT

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U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Bureau of Land Management
Montana State Office

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Workshop Introduction

Through Field and State Office input, ten discussion topics were selected that were identified as specific problem areas relative to the Bureau planning system. These discussion topics covered a wide spectrum, including planning/environmental strategy, techniques, concepts, procedures, systems management, managerial commitments, and relations to other agency and Bureau programs. Due to the skills available on a statewide basis and the complexity of the problems and discussion areas surfaced, the workshop method was determined to be most suited for problem solving and defining strategies of "how to get from here to there." Given the small group problem solving approach that was utilized, the participants were able to increase communication effectiveness, not only for this particular work session, but for future on-the-ground planning efforts involving intrastate and inter-district cooperation.

The enclosed work group reports have identified specific recommendations or action plans addressing the selected discussion topics. These individual reports have:

1. Identified specific changes that can be made immediately,

2. Identified specific changes that must be made in future efforts,

3. Identified specific changes that are desirable but require support from outside organizations, i.e., DSC, Washington Office, DOI.

Within the past several years, Montana has taken the initiative to start appropriate actions to produce higher quality Management Framework Plans. This first workshop was a culmination of this effort in the identification of specific problem areas and possible situations relative to Bureau planning system management. One of the key items left to attain higher quality is a commitment from management to insure continual followup on each designated action plan or problem area. Therefore, from time to time, future workshops or other problem solving techniques may need to be considered at various levels to address planning problems, strategies, as well as program outlooks.

Agenda

Montana
Planning Quality Workshop
Agenda

Northern Hotel
Billings, Montana
May 31 - June 2, 1978

Wednesday, May 31, 1978

Morning

Topic:	An Outside View of BLM's Role and Responsibility in Resource Planning
8:00	Introduction - Jim Binando, Chief, Branch of Planning Coordination
8:15 - 8:45	Mr. Ed Zaidlicz, State Director Welcome and Introduction
8:45 - 9:45	Mr. Art Neill, Manager of Planning, Western Energy Company, Butte, Montana
9:45 - 10:00	Coffee Break
10:00 - 11:00	Dr. Robert Wambach, Director, Department of Fish and Game, State of Montana, Helena, Montana
11:00 - 12:00	Mr. Bill Cunningham, Environmental Information Center, Helena, Montana
12:00 - 1:00	Lunch

Afternoon

1:00 - 2:00	Jim Owings, Presentation of Wilderness, Policy, Procedures, and Methodology
2:00 - 2:15	Coffee Break
2:30 - 4:30	Work Sessions by Groups

Thursday, June 1, 1978

Morning

8:00 - 9:00	Pre-Planning Analysis Chairmen - Dave Pickett and Charlie Dahlen
9:00 - 10:00	Analysis Areas Chairman - Neil Talbot
10:00 - 10:15	Coffee Break

10:15 - 11:00 MFP Bridging Process to Programs and Budget
Chairman - Dwight Conley

11:00 - 12:00 Public Involvement
Chairmen - Dick Cosgriffe and Bob Pizel

12:00 - 1:00 Lunch

Afternoon

1:00 - 2:00 Operations/Tech Services Involvement in Bureau Planning System - Their Needs and Expectations
Discussion Leaders - Ed Croteau and Otto Kruger

2:00 - 4:30 Work Sessions by Groups

Friday, June 2, 1978

Morning

8:00 - 9:00 Scope of MFP Step 3 and Nature of Alternatives to be Considered in MFP Step 2
Chairmen - Darrell Sall and Bob Bennett

9:00 - 9:45 Combining the MFP/ES Process. Options on Alternatives and How They Can be Structured for Analysis
Discussion Leader - Dave Darby

9:45 - 10:00 Coffee Break

10:00 - 11:00 Planning Area Analysis
Chairmen - Gary Gerth and Ed Hastings

11:00 - 12:00 Planning Organization in District Offices
Chairman - Ron Bartley

12:00 - 1:00 Lunch

Afternoon

1:00 - 2:30 Close Out

Attendees

DO Resource Chiefs

Ron Bartley
Dave Pickett
Jerry Pittman
Bruce Whitmarsh

Operations Chiefs

Don Wilson

Area Managers

Bob Bennett
Bud Brown
Dick Cosgriffe
Bill Cutler
Charlie Dahlen
Lyle Fox
Gary Gerth
Don Nelson
Don Ryan
Darrell Sall

DO Planning Coordinators

Dwight Conley
Ed Hastings
Neil Talbot

State Office Staff

Ed Zaidlicz
Ernie Kemmis
Jim Binando
Orien Gossett
Jerry Jack
Paul Myers
Jean Clendenny
David Darby
Gary Gebhardt
Gary Roam
Otto Kruger
Dave Siegel
Ed Croteau
Rod Ottenbreit
Lyle Rolston
Bryan Robinson
Duane Whitmer
Ed Giebel
Jim Owings

An Outside View of BLM's Role and Responsibility in Resource Planning

Jim Binando, Chief, Branch of Planning Coordination, Opening Remarks

Good morning and welcome to Montana's Planning Quality Workshop. As you review the agenda, you'll note that it'll be a packed 2-1/2 days of work -- work basically involving analysis and problem solving of specific planning system concepts and functions -- by predominantly the line managers and program coordinators within our agency. This is good, however, to keep us all on our collective toes, we have also invited three distinguished guests (who, preceeding our workshop deliberations) will provide us with "An Outside View of BLM's Role and Responsibilities in Resource Planning." These views will range from the private business sector to state and local government concerns to considerations concerning environmental quality.

At this time, however, it gives great pleasure to introduce our State Director, Ed Zaidlicz, who will formally kick off the Planning Quality Workshop, introduce our guests of honor, and, of course, provide insights of his own on our pending deliberations.

Mr. Edwin Zaidlicz, State Director, Welcome and Introductions

In light of the travel budget cuts at midyear, you are probably wondering how we can afford key people, such as Area Managers, District Office Planning Coordinators, District Office Resource Chiefs, District Managers, State Office Resource Program leaders, and a State Office planning staff -- I thought it over carefully and decided we couldn't afford not to!

This meeting is of critical importance to BLM in Montana. We must focus our collective efforts on existing and emerging issues in our planning process. We need to (collectively) generate policy and guidance documents that the field can use. We need line management discussion and input. We must reexamine topics like:

Preplanning analysis
Public involvement
Alternatives development
Analysis techniques
Planning organization
Data balance and adequacy
Bridging between planning - programming
Marriage EIS-MFPs

We can't continue to plan, polish, refine, analyze-plan, polish, revise, endlessly. The water better start flowing out of the pipe and soon! We are becoming so involved in processes, manuals and discrete (like in concrete) exercises we are losing track of what our stewardship is designed to produce. It is no longer appropriate to muse on whether planning and environmental processes should proceed separately or be combined. They must be combined. Too much of our planning system was conceived in an atmosphere completely free of the polluting concerns of

1) scarce skills
2) unreasonable time schedules
3) inadequate funding
4) no policy guidance

We must recast our approaches to reflect the real nitty gritty world.

Our blueprints cannot be so abstruse, esoteric, and complex that we cannot get the wood or the carpenters on line to construct the ship before we are inundated. We must recognize changing conditions. We must work closely with our State of Montana counterparts, and more specifically:

1) FLPMA with it coordination requirements
2) Letter to Governor Judge May 30
   -- Concerns Governor's desire for early input into BLM planning process -- must have early involvement -- reminded Memo of Agreement dated June 26, 1975 -- one of first in the United States.
3) Surface Mining Control and Reclamation Act and the symbolic relationships it suggests for BLM, OSM, GS - State.
4) Range, Coal and Wilderness Functional Programs

How do we bridge with all state functions on a BLM Multiple Use Plan? Line managers must forge a plan flexible and responsive to permit multiple use resource decision that stand the test of public challenge. Line managers must have some freedom to determine data adequacy, e.g., the information Fields and Brown need on Pryor Mountain horses is not the same as Rowland's in Nevada. Line managers must be able to deploy skills. Good resource specialist will find work to do, and if he is an expert in designing Arabian temples, you may have a Taj Mahal in the Terry badlands whether you need it or not. The decision maker must have a plan that permits reasonably good decisions - not fool or risk proof computer program that provides a 5 year $2 million solution for a $200 problem that needs resolving in a month. Can't tolerate unreasonable "conmanship" - taking worst possible cost, multiply by total acres. We are rapidly approaching breaking point of public tolerance. To procrastinate because of the inability to acquire courtproof data can be just as fatal as a bum horseback decision! Judge Flannery in recent grazing EIS finding clearly threw a gauntlet to federal professionals to get on with the job and define technical adequacy - that's our job, not lawyers - or single activity advocates. We're the experts and we'd better start earning our keep.

Public participation -- saturation - cynicism - confusion. Plowed some areas so much by so many different groups - the dust has everybody confused. What's the answer to stratified issues - stratify publics and attendant polarization?

Geographic influences; what's local? What's national? I find the higher you can push decisionmaking, the longer it takes to get a definitive decision - if ever!

If it must go to Washington Office its tantamout to declaration of moratorium. Multiple use plan input -- can grazing activity input be local but wilderness and wildlife national?

Forest Service - RARE I, RARE II, RARE III (?) If done right, our planning documents should become highly visible rather than the EIS. Unless we indulge in meaningful preplanning effort, we may find issues broader than planning area.

Somehow we must return to a managerial prerogative - use of sensitivity for what is really needed for a good decision! I fought having regulations for the planning system - doesn't help responsible planning or sound decisions - keeps a lot of lawyers employed challenging and defending cookbook approaches. We find ourselves touching all bases even on a foul tip. To judge adequacy, of an MFP on the basis of whether the supervisor's PIPR identifies commitment is a case in point.

I am delighted with the acceptance to participate by our outside speakers. We need to see ourselves and our "roles" as others view us.

In order of their appearance -

Art Neill - Manager of Planning - Western Energy, experience - worked for Montana Power for many years all over Montana. Art has had much interface with our various BLM offices on whole host of frustrating issues. He is candid, objective and outspoken.

Bob Wambach - Director of Fish and Game - former Dean of Forestry, University of Montana, Missoula. Dr. Wambach ably represents our Governor in innumerable conferences involving full spectrum of our natural resources. You'll remember my March 24, 1977, memo when I provided you all with a copy of Bob's controversial keynote speech, "New Directions in Century 3"* given at Soil Conservation Society meeting. In it, you'll recall, Bob notes "I seem to hear a different drummer than anybody else." I would respectfully suggest it's not a different drummer - Bob may either be gifted with prescience or acute hearing that permits him to feel the drumbeat a decade or two before the rest of us.

Our third speaker, Bill Cunningham, will outline the environmental viewpoint. Currently, Bill is with the Environmental Information Center in Helena. He was previously a lobbyist for the National Wilderness Society in Washington, D.C.

*See Appendix

Thus, we have an outstanding group of experts directly affected by our planning efforts willing to share their observations with us. Please take full advantage of this unique opportunity. We have compelling management commitments that must be met. Let's not get caught up in our own internally generated processes to the disservice of our clientele and the product we must produce.

Good Luck.

Mr. Arthur K. Neill, Manager of Mining, Western Energy Company

Thanks Jim for that kind introduction. I can't tell you how delighted I am to be here. Whoever came up with the idea of getting outside views at this Planning Quality Workshop sure came up with a good one in my opinion. Honest communications will be the key to handling the difficult challenge that all of us here in the room are facing.

When Jim called and invited me to participate in this workshop I really struggled -- struggled to determine what do you want to hear? I finally decided No, I'll talk about some things I think are important that you know about. Hopefully what you would like to hear and what I have a hankering to talk about are one and the same.

I would like to put forward my view on federal leasing and mining policy. I will address those points as they have affected the Western Energy Company.

We have many concerns -- some unique to Western Energy, some applicable to the mining industry in general.

Our predominant concern is the impossibly long time it takes to accomplish anything if anything can be accomplished at all.

Nothing is impossible until it is sent to a committee.

I think our Sec. 32 coal lease application got sent to a committee. This is one of the most frustrating examples of our short career in mining industry, is our Section 32 application.

Let me take just a few minutes to take you through it. There is no better way to point out the circumstances involved.

At Colstrip, Montana, Western Energy is surface mining low-sulfur coal for sale in-state to Montana Power and Puget Sound Power & Light and out-of-state to many midwest firms, primarily for power generation, but with some sales to industrial customers. Last year we produced nearly 10 million tons from our Colstrip mine.

Federal Leasing Program

The checkerboard lease ownership pattern, shown on Exhibit 2, has been mentioned before. Existing fee, state

and federal leases are comingled with unleased federal and state leases. Because of the nature of the coal deposits, our active mining operation is being conducted adjacent to unleased federal deposits. It makes no sense to bypass these areas, but we have been unable, in repeated attempts, to lease them even under the short-term criteria. Currently two specific unleased areas are being bypassed and a third has already been bypassed. These areas are shown in Exhibit 1. Let me relate for you the circumstances surrounding the one that was bypassed.

In 1975, our Area A*, mining operation was bumping up against the unleased federal reserve in Section 32, T2N R41E. This area had been applied for on June 14, 1974, under application M 21946, but we were foreclosed from leasing it due to the general moritorium on federal leasing imposed at about that time. During a visit to the site on November 12, 1975, Mr. Curt Berklund, Director, Bureau of Land Management, suggested that we file an application for lease modification on the area. This was accomplished on November 25, 1975. On August 6, 1976, we were informed that our application to obtain the lease through modification was rejected because of a changed interpretation of the term contiguous. Meanwhile, our adjacent active operation was progressing and the area in question clearly met the requirements of the short-term criteria. On October 20, 1976, Western applied for a portion of Section 32, under these guidelines. After a year and a half of environmental assessment and public review, the area was finally placed for lease sale on March 1, 1977. Our bid, which we felt was well within the range of fair market value, was rejected as being too low even though it was five times higher than any of our previous successful bids. We appealed that decision on April 5, 1977. To my knowledge, a final decision has never been rendered on that appeal. After the NRDC vs. Hughes case and the Judge Pratt decision of September 27, 1977, our Section 32 application was placed on the special list of qualified applicants for the new short-term leasing program. In March of this year, we had to request that our application be withdrawn from the Pratt list. It has been six years since we first applied for the area and now our active operation has bypassed that section. Not only lost to the nation are 7,000,000 tons of reserve, but $5,000,000 in royalties to the public treasury and $10,000,000 in

*Shown on map, page 14.

production tax revenue to the State of Montana. We are extremely concerned that the same fate will befall our Sections 2 and 10 applications. You can see from Exhibit 1 that we are now half-way past Section 10. It appears to us that the federal bureaucracy has become so burdened with layer upon layer of regulation that the agencies have lost the means to respond promptly to situations demanding timely response. Mining has always been a fluid, moving activity, punctuated with certain unknowns. If we are to be regulated, then those who do the regulating must incorporate the same dynamics into their activities that are required by ours. The wheels of progress seem to be turning at an ever slower pace.

I would like to suggest a solution to this problem. Authority for decisionmaking and I mean go, no-go decisions, must be returned to the mining supervisors of the USGS and to the state directors of the BLM. Looking to Washington as the seat of all knowledge and the repository of all decision-making is not working. The people in the state and regional offices have worked in our mines and forests and know and understand our specific problems better than anyone else.

This lack of timely response on federal leasing has caused other problems for the mining industry. The new federal regulations call for the establishment of Logical Mining Units (LMUs) and require specific production within prescribed time limits from those LMUs. With the mixture of leased and unleased federal coal and fee coal, such as we have at Colstrip, it is imperative that our reserve blocks be made contiguous by acquisition of the unleased areas in order that long range mining plans can be developed and logical mining units established.

Reclamation can only be enhanced by logical mining units and plans; indeed, that was probably one of the underlying reasons for the LMU concept. Mining in a hop-scotch fashion because of the intervening unleased federal tracts is detrimental to positive reclamation results. Industry knows, given the time to make the careful, detailed studies necessary, where it would be able to and desire to mine a particular area, then it should be offered for lease sale. There is a need for renewed long term federal leasing.

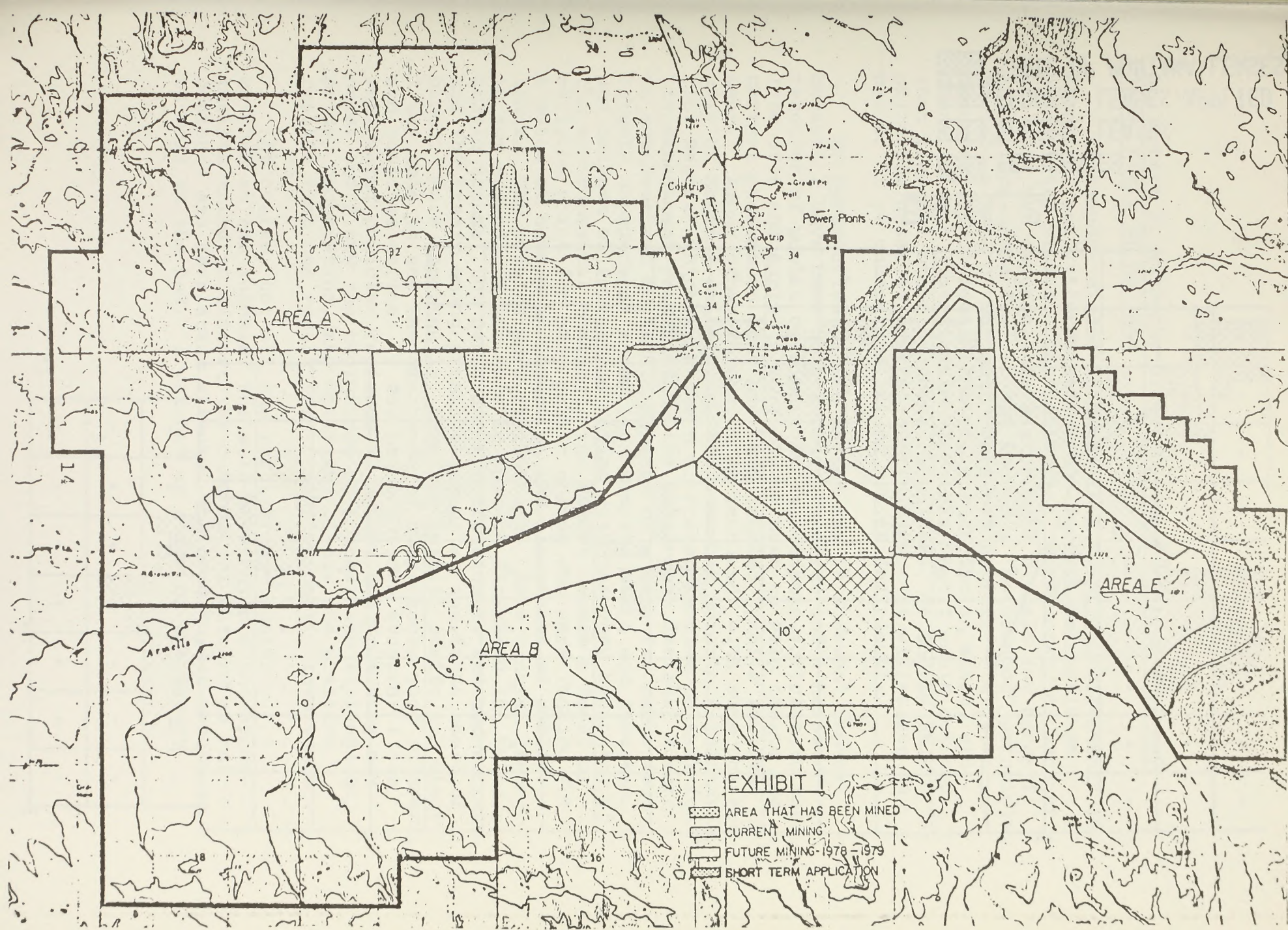
Federal Mining & Reclamation Control Program

With passage of the Federal Surface Mining Control and Reclamation Act of 1977, we find ourselves operating

under a new set of regulations. We opposed this bill, not because of its environmental restrictions, (we were already operating under a comparable set in Montana), but because of the layering effect it would have when placed on top of the Montana regulations. We were told that this would not happen, that if Montana adopted the differing aspects of the federal law into its law, we would be left with just the state regulating our mining and reclamation activity. This is not proving to be the case. We are now preparing new mining plan applications. We have been told that these must be submitted separately to both state and federal agencies. We assume that separate environmental assessments and public hearings will be conducted. One federal agency has told us that the minimum time required for permit review and comment will be 18 months. Additionally, we see state/federal conflicts developing which can only work to the detriment of the programs involved and the companies concerned. What we feared would happen is happening. Just as the Leasing Amendments Act has impeded orderly leasing of a much needed resource, so it seems the Surface Mining Control Act will only retard logical development of mining activities.

It doesn't need to be that way. Complete responsibility for enforcement of the Surface Mining Act should be vested with the states where structures are in place to accomplish this. One-stop review and permitting procedures should be established to eliminate the duplication of effort and time consuming, inefficient multiple reviews. Too many opportunities have been afforded the public, though they are unaffected by the planned activity, to intervene, delay and stop needed projects. I think the leasing and mining laws are imperfect and in need of alterations and amendments that address these obvious defects. This should be undertaken as soon as possible. If it is, then order can still be created out of chaos.

Land use planning is a tough, confusing, complex issue. You with BLM have a tough responsibility -- that of custodians of an important part of our American Heritage and our natural resources. I commend you for your conscientiousness that you have given the task.


AREA A
AREA B
AREA E
Power Plants
EXHIBIT 1
AREA THAT HAS BEEN MINED
CURRENT MINING
FUTURE MINING-1978 - 1979
SHORT TERM APPLICATION

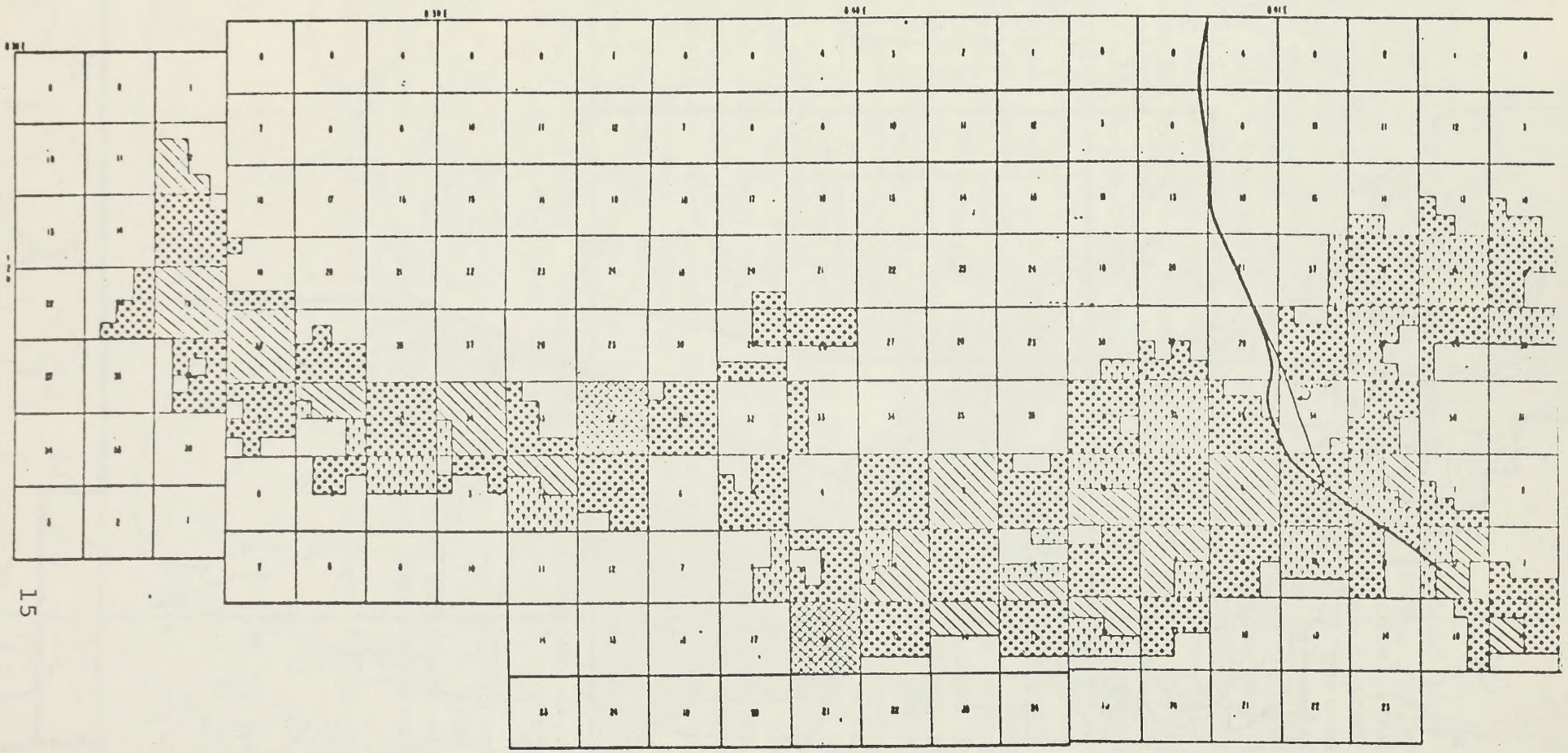


EXHIBIT 2

- FEE LEASES
- FEDERAL LEASES
- FEDERAL LEASES APPLIED
- STATE OF MONTANA LEASES

Dr. Robert F. Wambach, Director, Department of Fish and Game, State of Montana

Contempory wisdom contends that "public involvement" in planning, policy formulation, and decisionmaking is an unqualified virtue. The politician, bureaucrat, or manager who does not espouse this virtue puts himself (or herself) in serious jeopardy. It has become a "motherhood" principle, rooted in some of our most cherished beliefs -- e.g., democracy, individual freedom, the Christian ethic, etc. There is much justification for this; but I would contend that like all other panaceas, absolutes, or dogmas this principle deserves careful examination. It will serve us better if we understand it and use it judiciously.

My perspective on the matter may be somewhat unusual because I have been both a vigorous giver and a harassed receiver of public opinion. As an academic activist in the late 60's and early 70's, I did my best to help create the current phenomenon that has been labeled "public involvement." Among other things, I co-authored, with some University of Montana colleagues, the somewhat notorious "Bitterroot Report" which took the U.S. Forest Service to task for its management practices on the Bitterroot National Forest in southwestern Montana. Because of a very favorable (but largely unexpected) reception from the media and Congress, and because of fortuitous timing with the very beginning of the environmental movement, the Report became a focal or rallying point for many public groups who were looking for a means of having an impact on the management of public lands. The results were fascinating. As a central figure in the episode, I was able to observe firsthand the bureaucratic trauma, the panic among professionals and technocrats, and the frenzy among pressure groups at the first smell of blood. More importantly, from the initial strife and chaos, I was able to see the emergence of competence, good judgment, and positive action. I saw bad practices stopped; I saw antiquated policies replaced by bright and promising new ones; and I saw the beginnings of a localized attitude of pride, cooperation, and optimism. I saw the positive results that can result from effective public involvement.

Of course, not all the results were positive. I watched as the leaches, the self-serving, and the opportunists tried to distort the outcome. I watched as malcontents and charlatans attacked the good forest practices as well as the bad. I watched as a few of the agency

officials developed defensive tactics that effectively neutralized some of the public input. I watched as bureaucratic over-reaction resulted in near-paralysis -- pending more planning, study, and deliberation.

In balance, however, this and similar experiences left me convinced that public involvement could be a positive force in the setting of natural resource goals, objectives, and policies. Then I put on a new hat and became the director of a natural resource agency. I found myself on the receiving end of the public involvement process. And believe me, the Montana public can be extremely vocal when it comes to the management of their streams, forests, fish, wildlife, and parks.

I quickly developed some new perspectives on public involvement -- i.e., the paramount need for it, and the extreme difficulty of securing it in a meaningful and useful way.

I found that my agency, like most in the field, was admirably staffed with people who knew how to do things, but we had no special ability in deciding what to do. We can produce either more elk or more deer on a piece of ground, but we need help in deciding which is the preferred choice. We can design either rustic or plush campgrounds; we can plant hatchery-grown fish or improve habitat to encourage native production; and so on and on. We know how to do each of these things, but we need help in deciding what to do. And it seems only logical that the help we need in setting goals, objectives, and policies should come from the public that we serve. We do get some guidance through legislative or executive directives, but for the most part we must depend on less structured channels.

It should also be noted that in addition to public assistance in formulating policy and goals, we must also involve the public in testing and implementing these policies. Even the most analytically derived and technically sound policy is worthless without public acceptance and support. And, public acceptance and support cannot be attained without mutual understanding, good communications and some degree of responsiveness on the part of the agency or firm involved.

I must add quickly at this point that recognizing the value and need for public involvement, and resolving to utilize this important tool, is the easy part. Implementation is entirely another matter. One quickly learns that the "public" speaks with a thousand voices and the resulting cacophony is often more confusing than enlightening. And even if you succeed in focusing on a single voice, one is never sure how the message should be weighted or interpreted. How do you separate the legitimate from the frivolous, the crackpots from the wise, the extremist from the truly representative, or a fad from a new trend?

And there are dozens of other problems. Some elements of the public are not satisfied with setting policy, they want to make operational decisions. They not only want to set the course, they want to fly the airplane. Other elements refuse to accept the ligitimacy of the public involvement effort unless their viewpoints prevail in toto -- a credibility hiatus of the most frustrating kind (i.e., the more you try to consider public opinion, the more you are accused of not considering it). Within the bureaucracy one encounters a professional chauvinism (the we-know-best syndrome) that abhors public input -- and which drives responsible executives right up the wall. And the list goes on and on.

Even when the public input is adequately received and understood, the manager may be left without meaningful guidance. The public is not infrequently unrealistic, e.g., wanting more service at lower cost. It may be inconsistent, e.g., wanting more hydropower, but no new dams. It may be short-sighted, e.g., wanting more timber now at the price of reduced production levels in the future. The public may even want things that are illegal, inequitable, or improper. With these kinds of public input the manager is worse off than if he had simply used his own judgment in the first place.

In sum then I have learned that whether one is a dispenser or a receiver of public input, the process is clearly desirable but frought with problems. It is necessary but not easy. It is often useful and effective, but not always. It is more meaningful for some kinds of decisions than for others. In fact, from these and similar observations, one might derive a set of principles relating to "public involvement."

Principles:

A. Public Involvement is primarily useful in dealing with strategic matters, i.e., deciding what kinds of things should be done). In general strategic issues are those that are typically labeled as goal-setting, policy-making, or planning. Just as a good businessman must evaluate the market before he makes production decisions, an astute manager of public resources must consider public opinion before making strategic decisions. The public is both customer and boss, and the manager who ignores the public does so at great peril. Examples of "strategic" issues would be: should an area be classified as "Wilderness"? should we allow hunting in a park? should we allow mineral exploration in a wildlife refuge? and so on. To make a decision on such matters without ample public involvement would be naive, foolhardy, . . . and wrong.

B. Public Involvement is less relevant to tactical decisions (i.e., deciding how to do something. Dependence on public input to tactical decisions can frequently lead to delays, inefficiencies, and indefensible decisions. Clever bureaucrats can use public involvement to avoid hard tactical decisions or more bluntly, to abdicate their responsibilities. Once the decision is made to build a bridge, fly to the moon, or protect endangered species, the public must in large measure depend on technical specialists to get the job done. The public should be kept constantly informed and should become actively involved again is 2nd- or 3rd-order strategic decisions are necessary; but it would be unrealistic and inefficient to involve the public directly in the design of the bridge, rocket, or species recovery plan.

C. In general there are three different purposes that can be served by a Public Involvement Program, i.e.:

   1. The seeking of guidance from the client group(s) being served (e.g., goal setting). The initiative for this kind of input may come directly from the public (or its representatives, e.g., legislatures, special interest groups, etc.), or it may originate with the agency in the form of a "draft" proposal or listing of alternatives. An agency is usually well advised to avoid the appearance of strongly advocating a particular course of action.

Instead it should be sincerely seeking the opinion of its customer/boss, the public. Since the issues in question are so fundamental and important, the manager will usually want to keep himself in a defensible position by seeking either a definitive action (e.g., legislation, executive order, etc.) or documentary proof of the majority viewpoint (e.g., a poll or referendum, or a statistical analysis of public testimony using some fancy technique like "content analysis").

2. Testing of plans, policies, and objectives (i.e., checking for adequacy and viability). This kind of public involvement was legally mandated as part of the Environmental Impact Statement (EIS) required under the National Environmental Policy Act (NEPA). It was reinforced by a whole array of other legislation at both federal and state levels. As a result, it has become almost universal practice for EIS's, management plans, proposed rules, and all similar documents to be distributed in "draft" form to large numbers of people for review and comment -- usually for a specified time period (e.g., 90 days). The process has become so structured and systematized, and the sheer number of documents that are being processed has become so overwhelming, that there is some question whether the desired public involvement is being effectively achieved. I for one believe that the preoccupation with this new process has caused the demise (or neglect) of several other tried and true methods of testing new plans, policies, and objectives; and it has discouraged the development of new techniques.

3. An overt effort to gain public acceptance or support for a proposed course of action (i.e., education and feedback). The public has a right to be informed. They have a right to know how and why their tax monies are being spent; to know whether their interests are being served and/or protected; and to know what benefits or payoffs can be expected, and what problems or setbacks should be anticipated. Only an informed and knowledgeable public can provide meaningful input

into planning and policy decisions. Thus, no agency can have an adequate public involvement program if it does not have an effective system for informing and educating the public.

D. The objective of a public involvement program is consent not consensus. If a manager can define a set of policies that satisfies the majority and/or pacifies the vocal critics, he may have to be content. In most cases, it is unrealistic to expect to achieve general agreement, complete harmony, or a strong vote of confidence. Wise decisions are forged in the hearth of disagreement, pounded out on the anvil of honest debate, and finished with the polish of creative compromise. The manager cannot wait for a true consensus to emerge; it may never emerge. He must seek consensus through public involvement, but most often he will have to settle for a decision that seems good and proper to himself and which appears to be acceptable to a significant portion of the public.

E. The "public" is not monolithic or uniform. We live in a pluralistic society that can be conveniently perceived as consisting of a large number of special interest groups. Most public involvement programs will be designed to provide communication links with these groups (or more specifically with spokesmen for these groups). But it should also be recognized that these groups are by no means equal. For many purposes, a Congressional Committee is more significant than a boy scout troop, and a Professional Society is more influential than a Thursday night bridge club. An effective public involvement system will take these differentials into account. The Secretary of Interior, for example, in searching for a viable coal leasing policy might find a discussion with a governor more useful than a similar session with a local high school student. The Director of the U.S. Fish and Wildlife Service might accomplish more by meeting with the State Fish and Game Directors than by meeting with a group of sportsmen in Ekalaka, Montana. And, for some purposes a technical advisory board may provide better counsel than a general public meeting. The student, the sportsmen, and the general public deserve to be heard; but it would be foolish and wasteful to ignore the individuals or groups who can speak with special authority or knowledge, or who legitimately represent large segments of the public.

F. A good public involvement program will do certain things, e.g.:

1. It will build public confidence and lend credibility to the agency or firm, enabling it to better perform its assigned mission.

2. It will counteract or thwart the undesirable bureaucratic tendencies that are common to all complex organizations. For example, it may foster change, stimulate innovation, encourage risk-taking, etc.

3. It will improve the quality of strategic decisions, and help to avoid managerial, legal and technical pitfalls.

G. A public involvement program should not be expected to solve all our problems, e.g.:

1. It will not eliminate disagreements, conflict, controversy, competition, pettiness, or obstructionism. Hopefully it will control these things or put them in proper perspective, so that a wise decision can be made in spite of such obstacles.

2. It does not substitute for executive leadership within the agency or firm. Public involvement is not a decisionmaking process. It is a process that generates information and knowledge that a manager must consider in making his decision. In a sense public involvement demands stronger leadership on the part of the manager because his problems are made more complex and difficult.

3. It does not obviate the need for bold, firm, technically sound tactical (i.e., operational) decisions. The public can help us decide "what" to do, but the burden of determining "how" to accomplish the task falls largely to the professionals within the agency or firm.

H. Public involvement should be viewed as a form of "representative democracy", wherein the people who will be impacted by a strategic decision are given a bonafide opportunity to influence that decision. Public involvement is not a contest between the greedy and the altruistic; the ignorant and the enlightened; or the

good and the evil. It is not even a matter of equity or fairness. It is a search for good policy decisions in a realm where the public has a legitimate right to full participation.

Techniques or Methods:

No discussion of public involvement would be complete without some reference to techniques or methods. In typical and predictable fashion the bureaucracies have gone a long way toward institutionalizing public involvement. Two basic approaches are utilized: (1) public meetings, hearings, listening sessions, workshops, etc. ("a rose by any other name..."), and (2) public review of documents (EIS's, plans, proposed rules and regulations, etc.). These approaches have been systematized, standardized, sanitized, and sterilized. They meet the requirements of the many new laws that explicitly call for public involvement; they provide a lot of employment; they give the appearance of involving the public, and they do function as a good training ground for fledgling or amateur activists.

But there are two glaring weaknesses in this institutionalized system. First, it would be very difficult to demonstrate that the process has had any significant impact on policy formulation or goal setting. And second, most professional groups, experienced activists, and organized pressure groups either ignore or give only token attention to these devices (hearings and document reviews). They still put their primary emphasis on legislative lobbying, pressure-group political action, litigation, or some other form of direct assault. The general conclusion that I would draw from this is that the system is not working as it should -- at least not on a regular, consistent, and dependable basis.

Agencies are much more open than they used to be and most of them sincerely want public input; but they still haven't figured out a truly effective way of securing and utilizing the information they need.

I would not be so presumptuous as to suggest that I know how this should or could be done; but I can categorize the techniques used in my agency, and comment on the utility of each category. And then perhaps I can draw some general conclusions about public involvement -- from the viewpoint of a practitioner.

I perceive four different kinds of public involvement; and though my labels are not very descriptive, I believe the distinctions among the categories are meaningful and useful.

A. Structured types of public input. These kinds of inputs are inherent in the political system or the organizational structure of the agency. They have always been there, so they are often overlooked in current discussions of public involvement -- but they are tried, true, and proven effective. Some examples are:

1. Legislative and executive directives. Elected officials, by definition, represent the people and their directives must be regarded as the purest and strongest form of public input.

2. Statutory requirements. Environmental Policy laws, Administrative Procedure Laws, Open Meeting Laws, and dozens of others specify certain kinds of public involvement -- e.g., public hearings, publication in some kind of register, public access to files and reports, etc. These legally mandated procedures may have limited value in achieving effective public input, but they guarantee that agencies will operate in the open -- and that's a good start.

3. Organizational structure of the agency. In the case of my agency, I have Regional and District Offices that assure regular and close contact with people in the local areas where they live and work. Personal contact is still the best form of public involvement. I also receive policy guidance from a Commission, a variety of Advisory Boards, Legislative oversight committees, etc. -- all of which provide citizen input. Structured types of input, of the sort described above, are the most clear and unequivocal available to the manager. Because these signals are

unambiguous and easily understood, many managers like these structured types of input. But one must be cautious about pursuing this solution because the simplicity must be paid for by the loss of managerial freedom, flexibility, and independence.

B. Informal types of public involvement. The best kinds of involvement with the public are those that occur naturally, continuously, in an informal way. Examples would include:

1. Community involvement by employees. If employees participate in service clubs, church groups, civic organizations, and the like they can accomplish more through personal contacts than could ever be achieved at hearings or public meetings. The benefits don't always accrue spontaneously, but if employees are given a little guidance they can use these personal contacts to both inform and learn.

2. Professional contacts. By encouraging cooperation with sister agencies, employee participation in professional societies, public involvement efforts can be shared, parlayed, and expanded.

3. Participation in or cooperation with special interest groups. Conservation clubs, and similar groups not only represent a segment of the public but they are often skilled in dealing with other segments. They can be great allies in a public involvement program.

4. Letters, phone calls, petitions, etc. An agency that operates in the open and which encourages all types of communication with the public will have all the public input it can handle (if my agency is an example).

The beauty of these informal contacts with the public is that they not only provide public involvement in themselves, but they predispose both the agency and the public to

accept other forms of public involvement. An agency that is accustomed to operating in the open will have little trouble accepting the relevance and importance of structured or formal types of public input. And if the public is informed about the activities of an agency and knows that the agency is responsive to public opinion, it will participate more freely and effectively in these structured or formal procedures.

C. Formal types of public involvement. This is the kind of public involvement that has received the most attention in recent years; and since it has received so much attention, I will keep my comments brief. Let me just list some of the major types of formal public involvement that most public agencies now indulge in:

1. Public meetings -- variously called hearings, listening sessions, public forums, workshops, etc. The purpose may be either to inform the public or listen to the public -- or a combination of both.

2. Document reviews. Most agencies now routinely submit management plans, EIS's, proposed rules and all sorts of other documents to the public for review and comment. Written comments are always accepted, but public meetings are sometimes arranged so that oral comments can also be presented.

3. Advisory Boards, technical committees, hired consultants, and other external groups are frequently used when more in-depth evaluations are considered desirable. These groups often receive some kind of remuneration (at least expenses) to compensate them for the larger effort they are expected to exert, but they still represent the public in the sense that they come from outside the agency.

4. Media monitoring is becoming a popular device in some quarters. Its utility for evaluating public opinion is questionable, but it does provide one means of measuring the overall effectiveness of a public involvement program.

As stated earlier these formal types of public involvement have become completely institutionalized. They are unavoidable, inevitable, and in many cases legally required. The challenge is to make them more effective and useful -- and more fun.

D. Information and education. Public involvement is a two-way street. Information must flow to the public as well as from the public. All agencies have an obligation to report on their activities, but in addition some have an explicit "education" mission. In the case of my agency, for example, we must not only inform the public about our programs and report on the status of the wildlife and recreation resources in Montana, but we must also spread the conservation gospel. We are expected to help the people understand, appreciate, and wisely use the wildland resources in our state. We use every device that we can think of, including:

1. Original Productions: feature length movies; a bi-monthly, glossy magazine; TV shows; technical publications; maps, brochures, etc.

2. Utilization of all the news media, via a professional news staff at the agency headquarters and Information Officers at each regional headquarters.

3. Public addresses to civic groups, clubs, etc.

4. Special programs for school children and others: in hunter safety, boat safety, snowmobile safety, conservation education, etc.

Conclusion

Recitation of this litany of public involvement techniques may be of dubious value, but my intention is simply to impress the reader with the scope and variety of approaches being used by most public agencies (and many private firms). Most agencies today try to operate in the open, and most do understand the absolute need for public support for their programs. Their efforts may not always be successful, but they are almost always substantial and sincere. A few concluding remarks may be in order.

Public involvement is a two-way street. An agency or firm must both inform and listen to the public. It must be open in the conduct of its business and honestly receptive to input from the outside. But, it cannot abdicate its responsibility, defer unnecessarily to outside opinion, or use public ambivalence as an excuse for inaction.

For the most part the interpretation and use of public input is an art, not a science. It can be systematized, quantified, and objectively analyzed only up to a point; but then it must be subjectively evaluated by the decision maker. To pretend otherwise is naive and misguided at best, and dereliction of duty at worst.

The demand for more public involvement derives from a decline in public confidence in government (and business) -- at all levels. The solution to this problem is not absolute deference to public opinion, but rather a more effective leadership. Indecisiveness, floundering, or some form of anarchy can do nothing but exacerbate the situation. The public wants and deserves an opportunity to be heard -- to have some influence on decisions; but in the long run it has little use (or respect) for leaders who don't lead.

Administrators should understand one basic rule: the cost of public involvement in time and money must be commensurate with the significance or importance of the decision. Major strategic decisions or decisions that impact large numbers of people deserve elaborate efforts at public involvement. Tactical or technical decisions, or decisions of minor importance should be made in the open, but they may not require a large investment in public involvement.

A subordinate rule is that: voluntary public input must always be accepted with grace and appreciation; but public involvement does not have to be actively solicited for all decisions. The public should always be welcome, but need not always be invited.

One final observation. It can be considered a truism that bureaucratization is antithetical to effective public input, and anything that thwarts bureaucracy is good (using the negative, but popular definition of bureaucracy). Thus an executive who aspires to meaningful public involvement should foster an appropriate reward and penalty system within his agency. He should penalize such characteristics as: professional chauvinism, inefficiency, precrastination, indecisiveness, and obfuscation. And he should reward such

things as: judicious risk-taking, innovation, openness, service to the public, brief and readable reports, participation in community affairs, etc. To effectively involve the public an agency must be open, dynamic, and progressive; and for an agency to display these characteristics, its individual employees must possess them.

Mr. Bill Cunningham, Environmental Information Center

I. Introduction

A. Not an Expert in BLM

B. BLM administers about 8 million acres in Montana--about half as much as the Forest Service. BLM should therefore receive about 1/2 as much attention from Environmental Information Center (EIC) as the Forest Service does.

1. This has not been the case because EIC is mainly oriented to western Montana (where most of our constituency is located and where much of our wilderness potential in the National Forests is situated).

2. This situation is changing due to FLPMA and in particular to Section 603 dealing with the BLM's Wilderness Review Program.

II. Overview of Forest Service Planning (will discuss their approach where most of my experience has been and leave it up to you to extrapolate concerning the BLM)

A. "Controversy" is the single word that best describes FS multiple use planning. This is evidenced by various appeals and law suits and pleas to Congress for intervention.

B. "Inadequate" could just as easily been used to describe the process. Thus far the results have:

1. Not been helpful in long-term resource allocation decisions

2. Been entirely too discretionary and not a broad multiple use mandate as envisioned by the NFMA of 1976.

C. In reviewing the planning sequence outlined in the "BLM Discussion Package for Proposed Land Use Planning Rules," there is a basic similarity with the so called hierarchy of planning contained in the Forest Service Manual (October 1973).

1. Some problems have been identified in this area concerning the FS that may also apply to BLM

   a. Planning sequence has not been carefully followed by the Forest Service. Specific projects have been undertaken well in advance of unit plan completion.

   b. Unit plans have been completed prior to Planning Area Guides

   c. Functional plans proceed independently of other comprehensive planning documents

D. To alleviate these and other problem areas, the Secretary of Agriculture has appointed a non-FS advisory committee of scientists to help prepare new regulations which will eventually appear in the Federal Register

   1. My question "Is BLM going through a similar internal administrative process adopted in 1973 by the FS? If so, there are potential problems ahead."

III. Major Weaknesses in Multiple Use Planning Process (as related to FS)

A. Multiple use planning has not restored balance in the Forest Service activities or expenditures for competing forest uses

   1. The bulk of activities and expenditures benefit timber harvest and timber related road construction often to the detriment of other values

B. Multiple use planning has produced a flurry of paperwork

   1. Whether this translates directly into improvements on the ground is unclear. The plans are not understandable to the public while containing enough technical information to alert experts concerning difficulties in their areas of expertise

C. Multiple use plan deadlines seem made principally to be violated

1. The costs of plan delays have not been evaluated

D. Multiple use planning is boundary myopic

1. Property owners are accorded the right to possess, use, and enjoy their property without unreasonable or unjust interference. But our appreciation of ecological relationships has grown, including the awareness that those relationships ignore fencelines and property boundaries and are often a clear impediment to sound resource decisions.

2. FS refusal to study or address effects or private land development on national forest values

3. Some boundary problems self-created by FS

a. Fragmentation of roadless areas in RARE I

E. Multiple use plans contain inadequate economic analyses

1. Major weakness is inconsistency of analysis

a. Forest Service, nor any other federal agency has developed and/or consistently applied the "methods and procedures . . . which will insure that presently unquantified environmental amenities and values may be given appropriate consideration in decisionmaking along with economic technical considerations." Even so, this has been part of NEPA since its adoption more than 8 years ago

F. There is a lack of opportunity for effective citizen involvement in the multiple use planning efforts as well as in the priorities for completion of plans

1. Should be more than a matter of "input." In the right environment, we should have more to contribute than letters and testimony.

G. There is little or no systematic evaluation of the claims of future generations in multiple use planning

1. Sec. 202(c)(7) gives BLM an opportunity to correct this

H. The comparison and evaluation of alternatives in multiple use plans is usually invisible

1. Where visible, it is often confounding

2. Multiple use planning permits sustantial--perhaps excessive--and largely unreviewable agency discretion

I. Multiple use plans are all too often derived from preconceived commitments (i.e., 5 year cutting plans) through limiting the objectivity and flexibility of land allocation

IV. Conclusion

A. Commend BLM for its approach of each specialist putting on the "blinders" and "maximizing" resources.

B. Need to promote Public Trust Doctrine

-Agenda Topics

-Work Group Reports

Wilderness Policy Procedures & Methodology

I. Wilderness Policy, Procedures, Methodology and Interim Management

Discussion Leader: Jim Owings, Recreational Planner
Presentation Time: May 31, 1978 (1:00 - 2:00 p.m.)

WILDERNESS

I. As you are all aware, as a result of FLPMA, the BLM is now in the Wilderness Business

   A. FLPMA passed in 1976 - our draft policy and procedure guidelines were put out for public comment March 17, 1978. Comment period ended May 17.

   B. Why so long? The draft was rewritten 20 times. Most of the rewriting was done by the Secretary's office. The overall objective - protect wilderness - allow other activities

II. My presentation* this afternoon will cover several aspects of the Wilderness program:

   A. Slide show on BLM and wilderness - overview of entire program

   B. General discussion of the Wilderness Review process

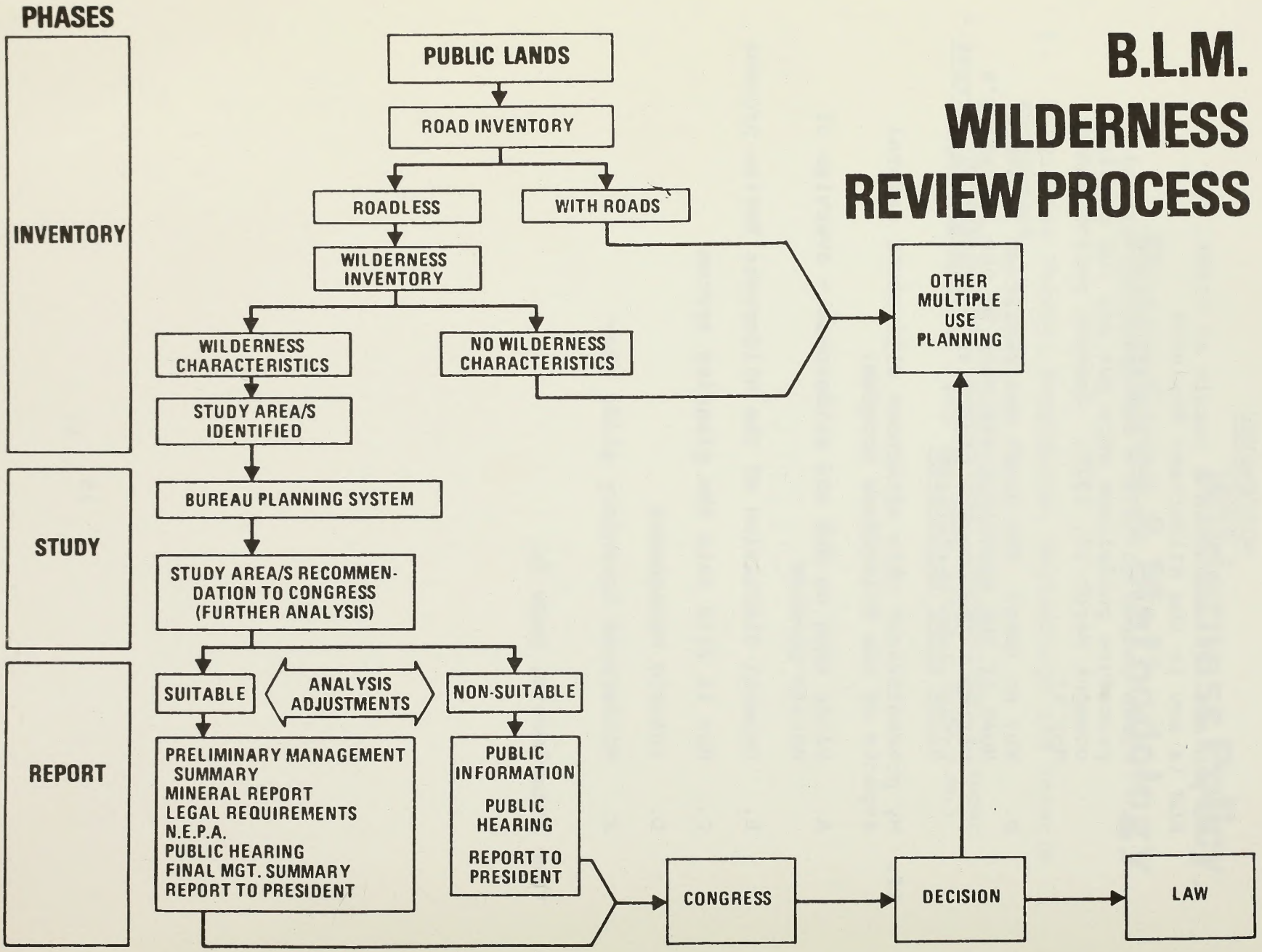
   C. How it fits into the planning system

   D. Interim management

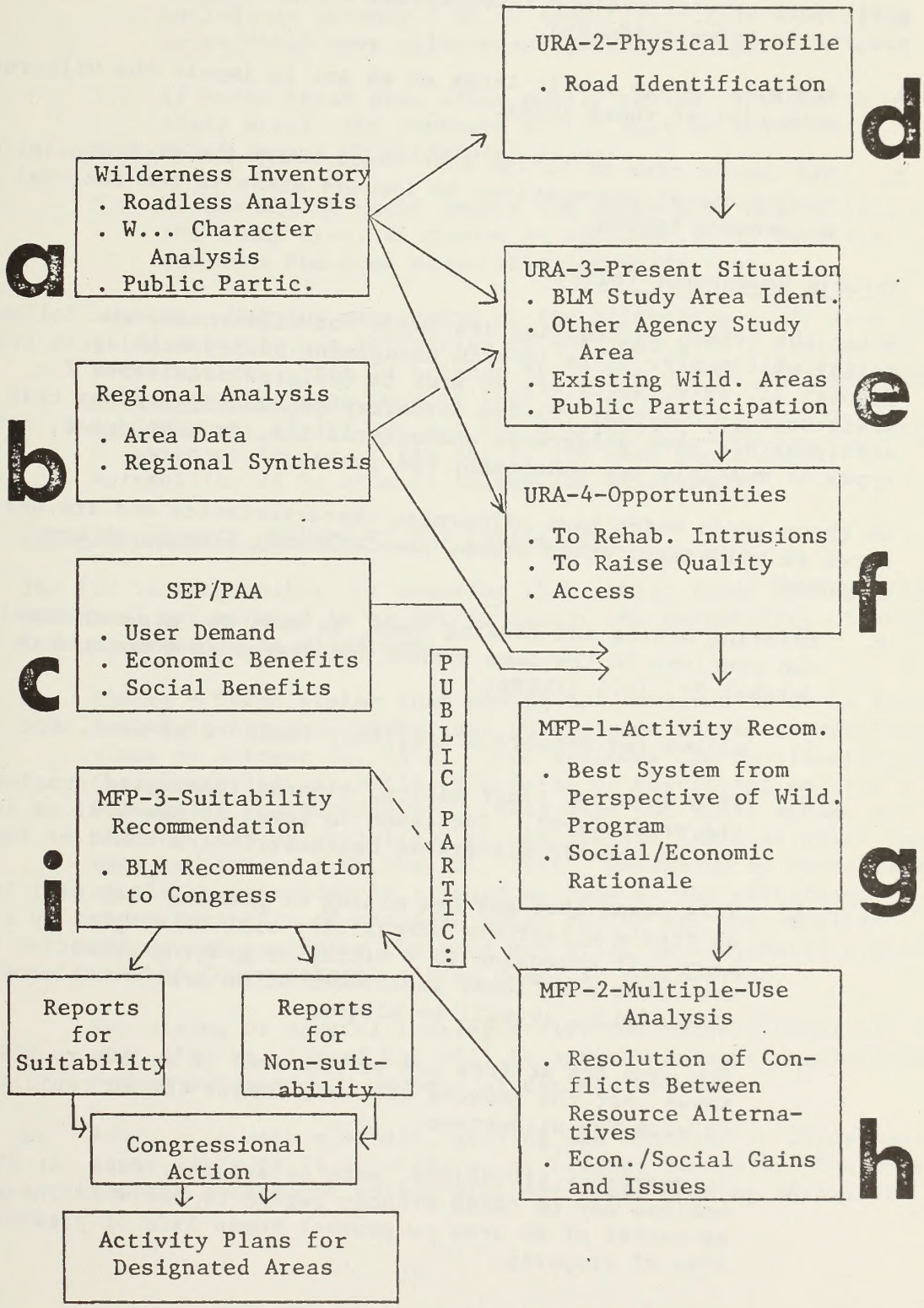
   E. Wilderness inventory slide show

*See attachments, page 36.

B.L.M. WILDERNESS REVIEW PROCESS



RELATIONSHIPS BETWEEN THE WILDERNESS STUDY EFFORT AND THE BUREAU'S PLANNING SYSTEM



I. Overall Objective

To continue to manage the public lands so that multiple use activities will continue with minimum interruption while the wilderness review program is being conducted.

A. BLM will manage public lands so as not to impair the wilderness potential of those lands.

B. BLM cannot take an action that would usurp the Presidential or Congressional prerogatives to include areas in the National Wilderness System.

II. Interim Management Policy

While the Bureau is studying its lands for wilderness, the following policy will apply. This interim management policy will apply from October 21, 1976, until (1) an area is declared unsuitable for wilderness by Congress (2) the inventory process determines that an area does not have wilderness characteristics, in which case, other types of multiple use management can proceed.

On those lands which have wilderness characteristics and are designated as wilderness study areas, the following procedures are proposed:

A. Existing mining and grazing uses, as well as, mineral leasing can continue in the same manner and degree as conducted on October 21, 1976 (FLPMA).

1. Allows for support activities, roads to be used, etc.

2. This does not limit mining, mineral leasing or grazing to the exact level. Increases in level of use will be dependent on whether wilderness characteristics would be impacted.

3. This means that any new mining or grazing that will impair an area's wilderness suitability will be subject to regulation. If expansion in a mining or grazing operation does not cause additional impairment of an area's wilderness suitability, it will be allowed.

4. New uses and actions can be approved if an EAR ro EIS shows that the impacts will not impair the suitability of an area for wilderness.

5. In emergency situations, such as drought, fire, or flood, actions may be taken without regard to the wilderness potential of an area to protect human life or prevent loss of property.

B. On those lands which have not been inventoried and on which a project is proposed, the BLM, in accordance with NEPA, must prepare an EAR or an EIS.

1. All EAR's or EIS's prepared for proposed action must include an inventory which identifies areas over 5,000 acres which have wilderness characteristics.

2. If these areas are, after public review, designated study areas, the proposed action must be modified to avoid impact on wilderness values.

3. If the action would impair the wilderness suitability of the study area, it cannot be approved until Congress declares the area unsuitable for wilderness.

C. Summary - Ongoing management of the wilderness study area can allow multiple use activities to continue with a minimum of interruption. This is because it is the actual physical and esthetic effects or impacts that are caused by the use (or subcomponent of it) and not the use itself, that are measured or assessed to see if the use of the land would impair the suitability of an area or island for wilderness.

III. Specific Impacts on Uses of the Public Lands

The BLM is responsible for ensuring that public lands having wilderness potential are managed so as not to impair the suitability of such lands for preservation as wilderness.

A. Mining - FLPMA states that mining can continue if it is conducted in the same manner and to the same degree as was taking place on October 21, 1976. This includes the continuation of those existing activities impairing or destroying an area's wilderness characteristics. This does not limit mining and mineral leasing activities to the precise level at which they were occurring on October 21, 1976. Expansion or curtailment of these activities is allowed so long as the wilderness characteristics of the land under review are not impaired and we can guarantee the area can still be designated a wilderness if Congressional action deems it appropriate.

New mining or mineral leasing activities after October 21, 1976, will also be allowed but will be subject to such regulations deemed necessary to protect wilderness values.

B. Range - As with minerals, grazing can continue in wilderness study areas if it occurred as of October 21, 1976. The Bureau's interim management policy will not limit grazing activities

to a precise level as was occurring October 21, 1976. Expansion or curtailment of grazing activities is allowed as long as wilderness values are not destroyed. No new major range improvement projects, such as access roads, chaining, or plowing are likely in wilderness study areas. Unlike mining and mineral leasing, new grazing use can be prohibited altogether if such a use would impair an area's wilderness characteristics.

C. Lands - Lands actions in wilderness study areas or islands involving a change of administration from BLM to another organization will be avoided. Withdrawals or designations for uses such as recreation sites, ORV play areas and military reserves will be delayed until wilderness status is determined.

D. Wildlife - Hunting and necessary wildlife habitat protection will be allowed.

E. Watershed - Mechanical and chemical land treatment and vegetative manipulation will not be allowed. All emergency needs relating to the protection of health and safety will be allowed.

F. Forestry - Most logging methods would not be able to continue without damaging the wilderness character of an area and jeopardizing its potential for wilderness. Limited operations may be conducted in areas within wilderness study area boundaries for timber salvage operations, to prevent insect and disease buildups.

G. Recreation - Use permits can continue to be issued when no new visual impacts will be created. Recreation designation, including ORV, cannot be made in areas that are found to qualify for wilderness study.

H. Fire Management - All fire activities involved during presuppression, suppression and post suppression will continue under current methods of operation.

IV. In Summary, In Wilderness Study Areas:

A. There can be no permanent roads constructed.

B. No public land transfer or exchange will be allowed.

C. No new permanent occupancy can be authorized.

D. All manmade improvements and changes to the existing landscape must meet minimum visual stands so as not to distract from wilderness values.

Pre-planning Analysis

Review 1601 Manual Supplement (Appendix 3) and MSO IM No. MT-77-236 with the objective of modifying or supplementing the data to enable the development of an MSO Supplemental Manual on preplanning.

The preplanning document must identify and prioritize problems and inventories, studies, funding, personnel, etc., which provide data for solutions to these problems vis a vis the Planning System.

Some of the concerns involve:

A. Who should be involved and to what degree (RAO, DO, MSO)

B. Current lack of uniformity of collection and utilization of inventory data.

C. Timeframes for development and review

D. Lack of specificity

E. Lands of state and/or interagency coordination

F. Can preplanning be enhanced by subdividing planning units into ecological land units; resource activity groupings; other geographical subdivisions?

Preplanning Analysis
Discussion Group

Dave Pickett, Chairman
Gary Gerth
Don Nelson
Don Wilson

Charlie Dahlen, Chairman
Lyle Fox
Jerry Pittman

Preparation Time: May 31, 1978 (p.m.)

Presentation Time: June 1, 1978 (8:00 a.m. - 9:00 a.m.)

II. Preplanning Analysis

Review of the 1601 Manual Supplement (Appendix 3) and MSO Instruction Memorandum No. MT-77-236 was completed by this work group. Items discussed were involvement (who and what degree), lack of uniformity in collection and utilization of inventory data, timeframes for development and review, lack of specificity, inter-agency coordination and possible use of ELUs.

The following is MSO Instruction Memorandum MT-77-236 as modified to date. This is for development of a draft MSO manual supplement.

A. Responsibility

1. For preparation of PPA is the DO.

2. For MSO review is PCS.

B. Timing

At least 4-6 months should be allowed for development of a PPA to the point where it is ready for incorporation into the AWP process.

C. Procedure

1. The district will develop the PPA with the lead of the planning coordinator. Issues, data requirements, and level of inventory will be initiated by the RA specialists. The AM will review this work and will develop the final analysis with the planning coordinator. The planning coordinator will schedule DO specialist review where applicable. MSO specialists may be called on for specific input. The district will be responsible for external input to the PPA, including contact with other land managing agencies in the area for issue development as well as inventory input.

2. When the PPA is agreed upon at the district level, MSO and WO review will be scheduled by PCS.

3. Review by MSO and WO will be to agree on the elements of the PPA prior to implementing it in the AWP process.

4. After review, the district will incorporate the workload into the AWP process.

D. Base Map

During development of the PPA, the base map for the planning area will be drafted by MSO after a scale is decided on.

E. Identify Major Issues and Problems Within the Planning Area (Internally and Externally)

Internal (BLM) personnel involved in the preplanning conference should be intent upon trying to determine those critical management situations that will have a bearing on the level of inventory data and intensity of decisions that will be necessary. In addition, in units where potential controversies may surface, i.e., range/energy/wilderness concerns, planning efforts may warrant the selection of representative members of the public (a panel) which would be involved in the preplanning stage as well as the overall sequence. This concept is proposed since the identification of issues and placement of planning attention on technical grounds (internal views of BLM) may differ significantly from those patterns of use espoused by user groups and other members of the potentially effected public (views external to BLM). Consideration should, therefore, be given at this stage to the potential benefits of creating a small (5-7 member) core group of individuals from the area to participate as advisors in planning and executing the planning effort in those units where significant values are identified. The core group should develop issues without input from BLM personnel. Internal and external personnel involved in this stage of the preplanning analysis should:

1. List those major problems or critical management situations that will affect the various resource categories, i.e., range, rare/endangered plants, wildlife, proposed wilderness areas, etc.;

2. List major socio-economic concerns/issues common to the planning unit (or region), i.e., Indian position on energy development;

3. List major environmental issues/problem areas that could conceivably occur, i.e., rehabilitation potential of leasable coal areas.

Be sure to review all existing planning documents.

Coordination With Land Managing Agencies

Land managing agencies and private industry should be contacted in the process of identifying issues. These include:

1. Forest Service
2. FWS
3. Montana Department of Fish and Game
4. Department of State Lands
5. State grazing districts
6. Large private landowners (Burlington Northern, Champion International)

After development of the PPA, these agencies should get some feedback on what will be incorporated into the AWP.

F. Determine the Types of Decisions that May Have To be Made

In many instances, the public domain lands administered by the Bureau serve many user groups. In other cases, however, there may be only one or two prevalent uses of the lands. In addition, some existing uses may be precluded by other potential uses, i.e., grazing versus potential energy development and/or wilderness designation. As such, the pre-planning team should analyze those major problems listed in E (above) and determine whether:

1. The issue is site specific (is tied to a particular land area);

2. There are two or more issues which are site specific;

3. The issue will require a decision which could generate little public controversy;

4. The issue will require decisions which could create controversy; i.e., the action would require an irreversible/irretrievable commitment of resources;

5. Issues which are site specific should be accurately documented.

G. Determine Levels of Detail Required to Meet Management Needs

The intensity of the planning effort will most often depend on whether or not the resources being considered have "high" values or "low" values; "high" values being where the lands contain unique features, where amenities are great, where intrinsic values are involved (wild horses), where the lands have high commodity value (coal) or where there is substantial public concern such as in the case where major issues or problems have been defined (where irreversible commitments of resources might occur). If these types of concerns are identified, then detailed inventory data by activity may be mandatory, along with pertinent socio-economic data.

On the other hand, a "low" ranking (where final decisions may result in only short term impacts and/or where no significant problems have been identified) may require a much less sophisticated planning effort. In these situations, data requirements need not be as stringent since the planning decisions will normally require less specificity, cover broader geographic areas, and not be overly controversial. In essence, the level of planning will be a function of:

1. The nature of identified issues/problems and the types of decisions that will be required;

2. The intensity of concern the public has toward various social, economic, and environmental values and their relationship to NRL management;

3. Present (and projected) types, trends, and levels of intensity of public land use;

4. Surface/subsurface ownership patterns;

5. The current (and potential) condition of resource values found on the NRL, associated environmental values, and available trend data.

It is important that the level of detail be agreed on as the level that is adequate without regard to funding. Any change from this level would be a reduction based on budgetary limits.

Determine Data Requirements Necessary to Achieve Planning

In areas containing "high" resource values, or where it is anticipated that there will be a single use commitment of resources (wilderness designation) and/or an irreversible land use decision (coal lease), determine (by activity) what resource values should be inventoried and at what level of detail. After specific data needs by activity are identified, compare these needs with existing activity data. Be sure not to collect unneeded data. Intensive inventory needs by resource might include:

1. Lands - draft manual available. Use it as reference to determine what data is needed for the unit.

2. Minerals - MRI - use it as reference to determine what data is needed for the unit.

3. Forest Management - use extensive forest inventory data, plus additional site specific data as necessary:

   a. commercial forest land - 3 site classes

   b. NCFL

   c. access needs

   d. habitat types

4. Range

   a. vegetation inventory - SVIM

   b. wild horse and burro

5. Recreation

   a. wilderness inventory and study

   b. VRM

   c. RIS (access)

   d. cultural resource - Class I required. Class II standards are in draft manual.

6. Watershed

   a. soils - SVIM 3rd order survey - early need

   b. water - type of data to collect and where to collect - 2 year data minimum

   c. air - Class I?

   d. endangered plants

7. Wildlife - Draft inventory manual out. Try to put emphasis on habitat and get the animal into from MDF&G.

8. Social and economic factors

The above types of intensive inventory may not be required throughout a particular planning unit.

For those planning units (or remainder of a planning unit) where lesser resource values exist or where no consequential issues/problems are defined, "low" intensity (or normal) inventories may be sufficient. In these types of instances:

1. Phase I watershed studies might be utilized for soils, water, vegetative inventories;

2. MRI might be adequate for minerals;

3. Data from the State Fish and Game on species, trends, harvests, etc., may be sufficient upon which to base land use allocations for wildlife present in the area;

4. Low level (Class I) archaeological inventory may be sufficient;

5. RIS might accurately cover all recreation values;

6. SEP-PAA data may be sufficient to represent social-economic factors of significance.

H. Determine Data Availability

1. Conduct a data search to determine which requirements (as defined in G.2. above) can be met with existing inventories. For those areas lacking in basic inventory data, contact the following sources for pertinent information:

   a. Universities

   b. University abstract services

   c. Department of the Interior Library abstract service

   d. Other federal agencies

   e. State/regional/local agencies

   f. Corporations and businesses

   g. Organizations, clubs, societies, etc.

h. Knowledgeable individuals

i. State Office, Denver Service Center, Washington Office specialists

2. Analyze data requirements which cannot be met by those sources listed in H.1. and determine how the balance of data needed is to be obtained. Consider:

a. Inventory funded internally (define man month needs;

b. inventory by contract;

c. Data gathering by nonprofit organizations/ associations (clubs may have members who will gather data if they know what is desired);

d. Public meetings or other methods of public input, i.e., activity specialist inquiries with specific interest groups;

e. Provided by other agencies (SCS, MDF&G, etc.).

I. Prepare a Planning Work Schedule

Using the information developed above and a time-frame deadline such as an EAR or EIS completion data:

1. Identify actions which must be planned in sequence.

2. Identify actions which can be done in over-lapping steps.

3. Identify actions which can be done simultaneously.

4. Identify timeframe needed for contract preparation and award. Note: If a contract is to be issued to gather other pertinent information, it will be necessary to complete the Planning Work Schedule prior to September so that the Preliminary AWP can address the need for programming additional funds for contracting purposes.

5. Lay out work schedule on a bar graph.

6. Establish AWP schedule and MM requirements

7. Prepare MSO Form 1600-1 defining the proposed target/completion dates for the various steps in the Bureau's Planning System.

J. Prepare an Assignment Schedule

Assign each portion of a required action to a specific individual, with a scheduled completion date (MSO Form 1600-3).

K. Retain One Copy of the Pre-Planning Analysis in the District and Submit One Copy to the Branch of Planning Coordination, attention 961.

Distribute copies to other land management agencies.

Analysis Area

Study the feasibility of dividing planning units into geographical subdivisions to facilitate data input, analysis, and the development of land use allocations. These are several ways to do geographical breakdowns and several points within the Bureau Planning System where it can be done. As an example, planning units could be delineated by eco-geographical considerations, by resource categories, or program functions, or by issue orientation. For the workshop, discuss the concept of breaking planning units into analysis areas focusing on:

A. applicability of the concept

B. methods of subdividing planning units

C. advantages and disadvantages of each method

D. preferred approach

E. How would the concept be incorporated into the planning process including, if applicable, consideration of pre-planning - inventory - URA, MFP?

(A Tucson workshop report will be provided as a base to start from.)

Analysis Areas
Discussion Group

Neil Talbot - Chairman
Bob Bennett
Don Ryan
Duane Whitmer
Delon Potter
Gary Bell
Jerry Jack

Preparation Time: May 31, 1978 (p.m.)

Presentation Time: June 1, 1978 (9:00 a.m. - 10:00 a.m.)

III. Analysis Areas

Problem: Determine the feasibility of dividing planning units into geographical subdivisions to facilitate data input, analysis, and the development of land use allocations.

A Tucson MFP/ES work group report dated April 11, 1978, dealing with Conflict Analysis Areas is attached. (See pages 56 to 61.) The workgroup endorsed the findings of that report and offers for consideration the following additional information.

There are several ways to break down a planning unit geographically and there are several points within the Bureau planning system where it can be done. As an example, planning units could be delineated by eco-geographical considerations, by resource categories, by program functions, or by issue orientation.

Work Group Findings: To analyze the applicability of this problem, the group took three of these methods and analyzed their advantages and disadvantages. They are outlined below:

1. Eco-geographical Areas (ELU's or Range Sites)

Advantages

- Applicable for use with SVIM
- Less expensive over long term
- Reflects potential of land capability clearly
- Results in more site specific resource information
- Reduces the analysis areas thereby helping the Area Manager generate MFP Step 2 multiple use analysis easier.

Disadvantages

- Does not fit all functional activities, i.e., recreation, lands, and minerals
- Expensive and time consuming at the present time
- May be several years before initial use

2. Resource Categories

Advantages

- This is the current method being used - no change is necessary.
- Current funding is by resource activities
- Allows resource specialist to utilize tunnel vision in projecting resource opportunities

Disadvantages

- Often results in a duplication in inventories
- Creates an imbalance between resource activities
- Sometimes becomes complex and confusing

3. Issue Orientation

Advantages

- Sex appeal
- May be politically oriented

Disadvantages

- Constantly changing
- Disrupts or delays ongoing programs

Work Group Recommendation: The participants of the work group recommend that planning units be divided into eco-geographical areas or ELU's beginning at the pre-planning step and followed throughout the inventory and planning stages. MFP Step 1 recommendations could also be based on ELU's.

Summary of Feedback from Workshop Participants: The questions surfaced by the workshop participants and resulting discussion centered around the work groups recommendation of utilizing ELU's. The following is a summary of the major questions surfaced and the answers given by various work group participants.

Question: If you can't get all the inventory you need, can you just zero in on sensitive areas?"

Answer: If you use ELU's, you would prioritize and inventory those sensitive areas first. The strong point of the system is that you can use existing information, but after breaking the land area down, you can establish the lands potential and establish inventories right at pre-planning. ELU's, once inventoried, can be used by nearly all activities and can also be spot checked with other similar ELU's, thus avoiding duplication of inventory efforts. In the MFP, recommendations will be by ELU's, thus simplifying the Step 2 MFP analysis phase. Another advantage is that once mapped, every specialist talks about the same land - this will also aid the area manager in conflict resolution.

Question: Do we call them Range Sites or ELU's, if you use SVIM?

Answer: ELU's and Range Sites are interchangeable. They both collect inventory on soils/terrain/vegetation. This type of inventory will provide major needs for watershed/range/wildlife, but will also be usable for reclamation (minerals) and for some other aspects in different activities. Cultural Resources is an example. The advantage of the ELU concept is that specificity is maintained; i.e., ELU's can be broken down further if necessary. Each discipline will map the ELU's and make URA 3/4 and Step 1 MFP recommendations on what each specialist would like to do in each ELU, or in each sub-unit.

Question: When do you identify ELU's?

Answer: At the pre-planning stage. This is necessary since in some ELU's, you might need further inventory, but not others. Right now, we could probably break down planning areas into ELU's, perhaps by using the Dyxterhause method. The Miles City District already has land areas broken down by ELU's.

Question: How many ELU's are we talking about?

Answer: In Prairie Potholes, there are about 12 "range sites." In SVIM, the area would be stratified to a series level, and broken down by ecological condition class. So you could have 12 sites and 2 condition classes (24) areas. Dependent on breakdown, it could get fine or very broad.

Question: Is all of Montana covered now?

Answer: We have four basic landforms in Montana, but we could further define them if necessary. Problems encountered in just using land forms in the Missouri Breaks were: grass delineations of range sites -- the breakdown between silty/clayey soils where vegetation is far different as to whether associated with silty or clayey soils. The value of ELU's is that if there are very few issues identified in the pre-planning analysis, you can keep the ELU's broad, but if you have several issues, you could break down the ELU's further and proceed with your inventory. Also, all specialists can then focus on the same land area.

Question: Are we going to adjust PU boundaries?

Answer: No - unless we lump PU's to fit county boundaries.

At this point, Duane Whitmer explained the inventory basis of SVIM:

1. Order three soils series level.
2. Wildlife, soils, range man will delineate area.
3. Run two transects per site per allotment.

Advantages: Data useful in Step 2 URA plus Steps 3/4 of URA for specific activities like wildlife, watershed, range. Pre-planning can (if people know the area), specify areas where there are problems, break those down by ELU's, and get inventory once per ELU.

Question: Can a recreation planner use it?

Answer: In Miles City, the recreation planner divided a lease area down into ELU's and rated them on VRM aspects. His findings were than an individual ELU can have a higher rating from an aesthetic standpoint than will others. Obviously, a recreation campsite may not tie into the concept bit, the ELU could specify the type of a campsite you would have in a particular ELU. The point is that the ELU may be on a large scale or fine scale. What is most important, however, is that each specialist will talk specifically to the particular area of concern, not in generalities.

Question: How do you scale the inventory?

Answer: It would concentrate on the major areas of concern first (i.e., coal fields) and then perhaps break down the ELU's further; but in areas not underlain by coal, the ELU's could be broader. And of course, ELU's will give you reclamation potential in the case of minerals. If coal overlays four ELU's, the Area Managers "get this specific level of inventory in the four ELU's," but in outside areas, do not inventory as intensively.

Participant's Statement: Don't make this concept an absolute; this will be a switchover process requiring time. The DO's are now working with resource functions. It will take time to delineate ELU areas and start the process of having specialists define their URA's/MFP's on the capabilities of the ELU.

MFP/ES PROCEDURES WORKSHOP
TUCSON, ARIZONA

Conflict Analysis Areas Work Group

Jim Binando, MT SO, Chairman
Bob Foster, WO
Jack Clifford, CA SO
Eric Finstick, CO SO
Denise Meridith, ESO

April 11, 1978

CONFLICT ANALYSIS AREAS

I. Overview and applicability of concept:

A. The work group agreed with the recommendation of the task force that it would be desirable to use conflict analysis areas as a tool to assist in organizing the analysis.

However, analysis areas are not only needed to identify major conflicts, but to identify total management direction (land-use allocations) and land use interrelation geographic area* by geographic area covering the entire MFP. This approach would definitely lend itself to identification and evaluation of alternatives, both on a site-specific and an area wide basis. Anything less will not lend itself to a comprehensive regional land-use plan nor lead to a valid proposed action for an environmental assessment of an MFP.

The work group agrees that the planning area must be subdivided into analysis categories at MFP Step 2. However, this is the very latest point in the planning process where it can be done. Possible delineations and resource input and analysis can be done much earlier in our system. In fact, input to the process can initially begin at the preplanning stage and culminate at MFP Step 2 which integrates the total analysis package for allocation and assessment purposes. In our opinion, the MFP-2 analysis of the conflict areas would defintely be enhanced if some definition of these eco-geographical and/or issue-related areas were previously completed so that the existing programs, interrelationships, and issues were already addressed. Conflicts falling within that region could then be analyzed in that context.

There are several ways to do such a geographical breakdown and several points within the BPS when it could be done. We did not agree on when or precisely how this should be done, however, i.e., whether in an ecological profile-type document, or by structuring the entire inventory, URA and MFP within defined geographic areas, or possibly other means. As an example, if analysis and/or management areas were to be ecosystem based, they could be delineated at the preplanning or at the URA Step 2 phase of the planning system process. Input could then be incorporated and analyzed within these delineated geographic areas from the inventory through the planning and environmental assessment processes.

*Criteria, both general and site-specific, will be addressed in the next section of the report.

II. Criteria for delineating analysis areas

A. General criteria applicable to any selected area:

1. Must meet NEPA and FLPMA assessment and planning process requirements (facilitate tracking input, recommendations, environmental impacts, and land use allocation alternative requirements.)

2. Must assist in stratifying conflicts and aid in developing inventory, plan formulation, and plan implementation strategies.

3. Must relate to geographic areas defined by specified factors (e.g. issues, program relationships, land form, vegetation).

4. The application of criteria and the areas delineated must be logically "trackable" by BLM personnel and public land users.

5. Must delineate "General Management Areas" within the planning boundary as well as issues or problem areas.

B. Specific criteria to delineate "General Management Areas"

1. Ecosystems which tie programs and their interrelationships to all land area within a planning area boundary. The planning area can be stratified for analysis purposes utilizing and integrating such factors as:

a. Vegetation

b. Land Form

c. Soils

d. Topography

e. Climate

f. Major Land Use

C. Specific criteria to delineate specific issue or problem areas (generally much smaller in geographic area than Item II.A. above and often involving significant land-use conflicts.

1. Competing Resources

2. Controversial Resources (energy)

3. Limited or Scarce Resources

4. Intensive Public Use Areas

5. Fragile Areas, Hazard Areas

6. Etc.

III. Locations within BPS where site-specific issues can be identified and planning unit management and/or assessment areas delineated:

A. Preplanning analysis

1. Identify management issues and types of decisions to be made as site-specific as possible (relates to highly visible conflict areas that will be fully refined in MFP Step 2).

2. Utilizing the criteria developed under Section II, delineate ecosystems (management recommendation areas) to be addressed by MFP.

3. Combine Items 1 and 2 and structure Bureau inventory, planning systems, and assessment processes to input data and analyze data on the basis of the geographical subdivisions. Refinement of lines and issues of course takes place as warranted at any stage of the process.

B. Inventory

Develop and scale your inventory utilizing the delineated management areas superimposed by the more site-specific issues or problem areas. (Should help focus level of detail from area to area plus make better use of limited resources, money, time, and manpower.)

C. URA Step 2

Based on continuing preplanning analysis and any gathered inventory, firm up management area boundaries, and specific issues or problem areas to be addressed therein.

D. URA Step 3* and Step 4

Resource specialists develop present situation analysis and management opportunities for each delineated management area, if appropriate, as well as site-specific, if appropriate, for the entire planning unit.

URA means Unit Resource Analysis. Until now we have had seven separate resource narratives, but no analysis of the total program, geographic area by geographic area. Ecological profiles are a step in this direction, but it is not universally accepted or applied. If done properly, however, they can serve the purpose.

E. MFP Step 1

Resource specialists develop management opportunities by management area (ecosystem) and problem areas (if applicable), considering applicable policy constraints, socioeconomic input, etc.

F. MFP Step 2

Analyze proposed programs by recommendation areas (ecosystem) and more specific problem or issue areas. Assess current situation (URA Step 3) plus impacts with other MFP recommendations. Develop alternatives by recommendation area which also address specific problem or issue areas.

IV. Use of analysis area beyond MFP 2 of the BPS:

The outlined procedure, which would result in a more thorough analysis of conflicts, will also facilitate identification of alternatives and impacts in the environmental statement. Comparison of both compatible and conflicting uses will lead to formulation of alternative land use proposals for specific

*A summary interdisciplinary analysis of the existing situation for all resource activities is also needed on a management area by management area basis (by ecosystems). Where applicable, integrate site-specific issues in this analysis. This data will form the major basis for input analysis in MFP Step 2. In essence, it should capsulize the present situation and important interrelations. Any shift of emphasis from this land use allocation will cause impacts which must be addressed in URA Step 4 and MFP Step 1 by the resource specialists. The analysis would also provide the manager with a continuing information flow of issues, opportunities, present relations, etc., for the planning area. Managers can better direct resource specialists' input to insure the best possible land use allocations.

geographic areas. The analysis of conflicts at the MFP Step 2 level can be easily translated into a comparison of impacts of the alternatives. An example of this concept follows:

In MFP Step 1, the range activity recommends diverting large amounts of water from Creek X to adjacent lands for lirvestock purposes. Meanwhile, the wildlife activity suggests maintaining the present flow for important riparian habitat along the creek. Thus designated, part of Creek X becomes a conflict area. Intensive analysis of the situation would be necessary by both activities on that area to support their points of view in MFP Step 2. In the later ES, the livestock proposal may be part of the proposed action while the wildlife proposal may become an alternative for that area. The rationale used in MFP Step 2 analysis of conflicts for that area may be carried through into assessment of impacts in the ES for the proposed action and its alternative.

The narrowing of geographical frames of reference suggested in the conflict analysis area concept has another advantage when it is time to prepare the ES. Areas of high conflict in MFP Step 2 will merit more intensive analysis in the ES then compatible or non conflicting areas. This will resolve one present weakness in current ESs which is that large amounts of time are spent discussing components that will receive little or no impact. With the conflict analysis area concept, areas of low conflict should be easily recognized and documented. And in the ES, these recommendations may have "no action" as their only alternative, thus any subsequent assessment may not be very detailed. But the areas of high conflict could generate several alternatives and so should receive more thorough attention during the assessment of impacts and generation of mitigating measures.

MFP Bridging Process to Programs & Budget

Review the proposed MSO 1608 Manual Supplement for the purpose of refining the contents in order that a manual procedure can be adopted for use in Montana.

The final product must establish a procedure which allows decisions developed in the Management Framework Plan to be listed, prioritized, implementation needs identified and tracked, and for movement into the budgetary system.

The areas to be discussed are:

A. What level of specificity should be in an MFP in order to allow budgetary requests to be made.

B. How should recommendations in an MFP be structured in order to have the definitiveness which is necessary to develop a priority list.

C. How can an MFP be made flexible enough to allow for changing conditions, but still have a level of conclusiveness which can provide the basis for long range financial planning.

D. How can the procedure in the proposed MSO 1608 Manual Supplement for tracking implementation be improved in order to be of use to a new AM in determining what actions have been taken to date.

MFP Bridging Process to Programs and Budget
Discussion Group

Dwight Conley, Chairman
Darrell Sall
Orien Gossett
Karl Lind

Preparation Time: May 31, 1978 (p.m.)

Presentation Time June 1, 1978 (10:15 a.m. - 11:00 a.m.)

IV. MFP Bridging Process to Programs and Budget

The purpose of this work group was to review and comment on MSO 1608 Manual Supplement. After review, the group recognized the need for a bridge between planning and budget. Discussion centered on a procedure which allows decisions developed in MFPs to be listed, prioritized, implementation needs identified and tracked for movement into the budgetary system.

Areas discussed include:

a. levels specificity needed

b. what is necessary to allow prioritization for programming/budgeting

c. MFP flexible and definitive in long range needs

d. suggestions for improvements in MSO 1608 Manual Supplement

Comments from workshop participants are included.

A. Level of Specificity Needed in an MFP in Order to Allow Budgetary Requests to be Made:

Sufficient to identify the next level of implementation, whether it be

1. specific inventory needs, or

2. activity plan development - it should be specific enough to allow identification of man months, dollars, units to develop the activity plan that will implement the recommendation(s) to accomplish the objective

B. What is Necessary in MFP Decisions to Allow Prioritization for Programming/Budgeting:

1. Identification of the components essential for multiple use resource development.

2. Priorities should be based on urgency, i.e., projects for preservation, conservation, high demand. Ask yourself, is it needed now or can it wait until later.

3. Proposals are, however, sometimes expedited based on political feasibility (i.e., sex appeal, salability, local support) or what is included in program advices - direction.

C. How Can an MFP be Made Flexible, Yet Still be Definitive Enough for Long Range Needs

1. Implemented as designed, i.e., inventory, URA, PAA, MFP - Activity Plan, the BPS provides for change. Since we do not always do things in this sequence, things unknown or unforeseen during the first generation of planning would have to be subsequently incorporated. We will proceed on the basis of what is presently known.

2. We will always be faced with change; legislation or court actions can place a moratorium on implementation of decisions; manual changes or significant new data can require revision.

3. The MFP decisions should be designed to set up activity planning (or the next level of implementation).

D. Suggestions for Improvements in the MSO 1608 Manual Supplement:

1. Delete Form 1608-2, but use the implementation symbols and application definitions A, B, C, etc., on Form 1608-1 instead of X's to show stage of implementation.

2. Consider deletion of Form 1608-3.

3. If you can't track progress, ask one of the range techs or secretaries.

Feedback From Other Participants

It was suggested that the workload analysis effort conducted by the SO Division of Management Services be used as part of the bridging process. The approach has been discussed within the SO Division of Planning and Environmental Coordination and a preliminary program design has already been constructed. In essence, the proposed effort to include several outyears, rather than just the budget year, needs. By using this approach, the information used in the MSO 1608 procedure could be coupled with the workload analysis findings and the requirements identified from the Program Outlook Guides and then be used in development of program packages for the program year.

Public Involvement

Using field experience and the basic public involvement model of Planning, Information Collection, Decision-making, and Feedback, address the following issues:

A. At what stage in the process should the various publics be notified of the effort?

   1. other federal and state agencies
   2. interest groups
   3. users
   4. general public

B. How can BLM and other agencies avoid overwhelming the public while giving all groups and persons complete opportunity to participate?

C. Should the RAO, DO, and MSO (Public Affairs and Planning) roles be clarified and/or more highly structured?

D. What is the best way to document specialist contacts in URA-MFP Step 1 preparation?

Public Involvement
Discussion Groups

Group 1	Group 2
Dick Cosgriffe, Chairman	Bob Pizel, Chairman
Brian Robinson	Bud Brown
Ed Hastings	Paul Myers
Bruce Whitmarsh	Rod Ottenbreit

Preparation Time: May 31, 1978 (p.m.)

Presentation Time: June 1, 1978 (11:00 a.m. - 12:00 noon)

V. Public Involvement - Group 1

Introduction

Traditionally, public participation efforts by BLM managers has been low keyed and token in nature. Thus, meaningful results are the exception rather than the rule. Our objective is to develop some practical, cost effective approaches for gaining sound, meaningful public input into planning decision outputs.

Basic Considerations

BLM managers must be allowed maximum flexibility for formulating public participation strategies responsive to local and regional conditions. As a minimum, such strategies must consider:

1. Social and ecological complexibility of the planning unit.

2. Regional and national significance of public land resources.

3. Community and regional attitude.

4. Economic dependency of local community on public land resources.

5. Land pattern/ownership.

6. Time frame - AWP commitment.

The strategy must offer an opportunity for a broad cross-section of the public to participate; insure public input is recorded and professionally processed; and public receives feedback on planning progress and outputs.

Favored Options

Although there are certain dangers involved in recommending structured processes, we identified favored options to gain meaningful public input for complex P.U. These options utilize basically the Delbecq Nominal Group Process and variations thereof. We favor the Delbecq process or variation because it offers an excellent way for gaining public input through concensus. The Delbecq process is described in Attachment 1. The processes are collectively displayed on Table 1. Three options are discussed and cross reference is made to Column C, Table 1, as follows:

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Option 1 - Steps:

1. Convene Advisory Committee
2. BLM Specialist Coordination
3. BLM Specialist Tunnel Vision Recommendations
4. Public Meeting
5. Feedback

*Key Points

In Step 1, BLM invites selected members of public to participate.

In Step 2, BLM specialist and managers coordinate with user and special interest groups, state and federal counterparts on a one-to-one or small group basis. Specialist must be given full freedom to communicate with outside interest. Results of meetings will be documented by letter, memorandum, or telecom and filed in a special category in 1601.7 file.

In Step 4, promote intensive media coverage. Utilize radio, TV, and newspaper to advertise meetings. Finance media coverage as necessary to achieve desired coverage. Send invitations to interests identified on meeting list. Also, focus public presentation on controversial issues and recommendations and subsequent tradeoffs.

In Steps 1 and 4, record and document inputs following Phase 1 Delbecq procedures.

Option 2 - Steps: 1a. - 5 as shown on Table 1.

*Key Point

Utilize pure Delbecq process Phase 1-5.

Option 3 - Steps: 1, 1a., 2, 3, 4, 5 as shown on Table 1.

*Key Point

Combination advisory Committee and pure Delbecq process.

Group Feedback

1. Some favored nominal group process; others did not.

2. Comment: Special interest groups did not favor nominal group process; therefore, why utilize it? The process seeks concensus from a cross-section of publics. Special interests presentations are weighted equally with other viewpoints, and generally the consensus opinion is unsatisfactory in accomplishing special interest goals. In our opinion, a group concensus, for resolving public land issues, is superior to single purpose guidance.

DELBECQ PROCESS

Phase I

Residents and users: List problems and issues, rank them; elect auditor-consultants.

Phase II

Auditor-consultants, independent experts, and organization specialists: List various possible solutions based on present technologies; list solutions based on developing technologies; elect auditor-consultants.

Phase III

Auditor-consultants, concerned local and state agency administrators, concerned federal agency administrators; Apply realities of administrative limits to the proposed solutions.

Phase IV

BLM technicians and line administrators: Relate outcome of I, III, and III to inventory, then develop management guidelines.

Phase V

Residents and users, auditor-consultants, administrators, technicians: Review management guidelines resulting from previous phases; recommend any broadly supported adjustments.

Phase Va ONLY IF NEEDED

Any group dissenting on a major matter, administrators: Develop alternatives proposed by party dissenting from majority consensus. Administrators: Develop alternatives indicated by consensus.

Phase Vb

All interested persons: Review any proposed alternatives developed in Va.

(A) Planning System	(B) Comm. Method	(C) Public Participation and Coordination Process	(D) Participants
	BLM Select by Invit.	1. Convene Advisory Committee a. BLM overview: - Assumptions - Congressional Mand. - Degree of Controversy - Planning Process - Introduction to P.U.	1. State Governor (DCA, LD, etc.) 2. County Comm. 3. Local Plan. Coord. 4. Reg. F&G Super. 5. Mayors 6. Conser. Dist. 7. State Senator 8. State Rep. 9. Banker 10. Whomever (2-15 Managerial Prerogative)
	Delbecq (Phase I)	b. Function: Ident. - Problems, needs, & issues - Input into Public Part. Process - Ident. Key Publics - Concensus of Approach	
	Delbecq	1a. Necessary to adequately define and address issues, problems, and needs.	General Public
URA 2-4	One-on-One Small Group - Document, +letter, +memo, +telecon	2. BLM specialist information and data coordination efforts.	-Interest Groups -State & Federal Counterparts -University *Key Specialist
MFP 1		3. BLM Specialist	Must have full flexibility to communicate with counterparts
MFP 2	Delbecq	4. General Public Meetings a. Local sites b. Regional sites *Key: Advocate strong media coverage. Promote meetings	1. User Groups 2. Special Interest 3. County & State Government 4. Silent Majority

through radio, tv, and newspaper.
Finance coverage as necessary.
Also send out invitations.
*Focus on controversial
recommendations and subsequent
tradeoffs.

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5. Followup

Keep participants up-to-date on
progress via letters and notifi-
cation of published reports and
plans.

V. Public Involvement - Group 2

Issues related to public involvement were the topics discussed by this work group. Using field experience and the basic public involvement model of Planning, Information Collection, Decisionmaking, and Feedback, the group addressed such issues as the need for more direct contact, involvement and visibility, multiple use board, and the nominal group process.

The following issues were also focussed on:

a. stage in process where the various publics are notified.

b. avoid overwhelming the public while still giving all groups and persons the opportunity to participate.

c. clarify and/or more highly structure roles of RAO, DO, MSO.

d. best way to document specialist contact in URA-MFP Step 1 preparation.

A. Background

1. FLPMA requires intensive public involvement (PI). This legislation cites in 40+ places the necessity for PI.

2. Manual guidance (1601) indicates the requirement.

3. The public mandates involvement.

B. Discussion

We are doing more PI than we give ourselves credit for.

1. PI is characterized by many techniques. We tend to perceive public meetings as the "required" PI. We use the formal meeting too much?

   We should re-examine our use of public meetings. Having a public meeting for the public or user to come in and tell us "what we don't know" is ludicrous. The taxpayer expects his paid experts to do a job. When you spend to years developing and planning a project through user, technician, management, and public input and someone then says, "You need PI," you tend to ask what have I been doing? We need better documentation.

2. PI must start at the lowest possible level. We need direct contact.

   a. The BLM specialist is representing a user group or resource public. He has contacts which should be used and documented.

   b. Area Managers should develop, keep current, and use a key person list consisting of his elected officials, users, media, etc.

   c. District Managers should be responsible for coordination and special problems. Don't supplant the AM. Assign media.

   d. The State Office is the source of statewide project coordination, contact with the governor, and specialized expertise and help.

   e. The Washington Office provides national scope projects such as wilderness.

3. We are meeting the requirement of the manual, vis-a-vis PI plan, but it is not a true usable tool. Just need more help and a reassessment of priorities. Crises management or brush fire.

4. Some PI is because we believe in it. Some PI is because it is required.

   There is an offering of lip service to PI where the manager feels threatened, or where the manager feels the public may restrict his management decisions and options.

5. Involvement and Visibility

   We cannot go out on Tuesday morning with the idea, I am going to get PI. We must have the public involved in our daily work and vice versa.

   a. Community development, active service club membership, keeping employees informed. The best contact is at the lowest level. I am appalled at the lack of Bureau commitment to employee responsibility to community involvement and service. Be involved.

   b. Professional organization involvement. We cannot go to them only when we need help.

   c. Lack of Bureau visibility; e.g., office in Belle Fourche and Miles City. Highway sign at Miles City, Butte, a KOA is better signed.

6. Multiple Use Board, Advisory Council

We need an acceptable means to use these proven methods. They provide public acceptance because members are community leaders and newsworthy, but does not involve suspect bureaucratic news releases.

7. Nominal Group Process (Delbecq) meets our needs, but is not palatable to special interest groups. They want a forum for their goals. Their best technique is lobbying, political pressure, laws, litigation. Recognize the limitations of this technique.

8. Items A-D from agenda sheet.

A. "At what stage in the process should the various publics be notified of the effort?"

At the time we perceive a project. Individualize PI for each project.

B. "How can BLM and other agencies avoid overwhelming the public while giving all groups and persons complete opportunity to participate?"

We are overwhelming the public, but we are not the only ones. Be selective. Plan PI as part of the original project plan. Don't have one big meeting and expect it to solve all the problems.

C. "Should the RAO, DO, and MSO roles be clarified and/or be more highly structured?"

No!

D. "What is the best way to document specialist contacts in URA-MFP Step 1 preparation?"

There is a form available for the purpose, 1600-16, "Record of Public Participation in the Planning Process." However, do whatever the Area Manager thinks works--memos, etc.

Operations / Technical Services

Discussion topics will include:

A. Transportation Plan

B. Road Construction

C. Easement Acquisition

D. Fire Management

E. Recreation Construction

F. Communications

Discussion Leaders: Ed Croteau and Otto Kruger

Presentation Time: June 1, 1978 (1:00 p.m. - 2:00 p.m.)

VI. Operations/Technical Services Involvement in the Bureau Planning System - Their Needs and Expectations

SUPPORT AND TECHNICAL INPUT TO THE BUREAU PLANNING SYSTEM

A. The Role of the "Support" Activities in the Bureau Planning System.

The Bureau Planning System (BPS) is a comprehensive multiple-use planning process and is the basis for all major land-use and resource allocation decisions. Consistent with NEPA, FLPMA, new coal laws, etc., the BPS emphasizes the major resource programs because it is these programs that are generally the major factors in making these land-use and resource allocations. The so-called "support activities," such as Engineering, ATROW, Cadastral Survey, and Fire Management are currently addressed in the BPS primarily as they are affected by the land-use decisions. That is, if a decision is made in the Forestry Program, for example, that requires a road to be built, a right-of-way to be acquired, or survey action, these are identified as "support" needs for that decision. In addition, the existing conditions relative to those "support activities" as described in URA-3 are considered by the resource specialists in making their MFP-1 recommendations. These specific kinds of inputs are provided for in existing BPS manuals (references 1605.3, 39B&C; 1608.3, .31D.3 & E.) Also in others, e.g. 9110.

In addition, however, there are situations in which the "support" activities are not only affected by the land-use decision, but in fact may significantly affect that decision by identifying program-related needs, not necessarily in support of another activity. For example, MFP-1 recommendations relating to a safe and efficient transportation system with appropriate rationale could be considered by the Area Manager at MFP-2 on an equal footing with needs for road construction or alteration in support of another activity.

In this respect, the traditional "support" activities are similar in many ways to the lands and even the wildlife programs. These programs too are often in support of other activities' actions, but they too have needs related primarily to their own program which can affect the land-use allocation process. This kind of input through URA-4 and MFP-1 is manualized for wildlife and lands; however, it is not yet covered for ATROW, Cadastral Survey and Fire Management, for example.

Nevertheless, there is ample opportunity for innovative and imaginative procedures for these and other kinds of so-called support activity involvement, not only as support, but as programs in their own right.

B. How Then Can We Go About Improving Support Input to Multiple-Use

1. Make sure the support programs are plugged into the schedule for a new planning effort. A pre-planning analysis should be done which identifies the data needs, the management needs, and the program and staff inputs. They must be plugged in at this stage.

2. Conduct road inventories and other data-gathering activities at the same time as the resource inventories are being made.

3. Develop URA-3 and 4 material for support programs on their own behalf. For example, in URA-3, identify hazardous or inefficient road conditions from the inventory and identify opportunities in URA-4 that are technically feasible and that would reduce these hazards, through improvement, road closure, alternative routes, etc.

4. Participate in preparation of PAA to address local use of roads on BLM land, their economic value to the local community and public attitudes towards these roads.

5. Develop MFP objectives and recommendations in response to the opportunities identified in URA-4 and findings of the PAA. Make recommendations to improve, close or change roads. In cadastral survey, make recommendations to better identify specific areas of BLM land for a specific reason. For example, the boundaries of our land may be important to identify in an area of subdivision growth or in an area where over-lapping mining claims and/or scattered tracts make it difficult to identify and manage land for any purpose. In fire, make recommendations on control burn opportunities and/or let burn areas.

6. Provide sufficient rationale for these recommendations so that the Area and District Managers can make decisions in MFP-2 and 3, considering support programs along with the other resource programs.

7. Participate in developing MFP-3 summaries and support requirement identification.

C. How Can We Use MFP Decisions That Incorporate These Programs?

1. Develop prescriptions for implementing appropriate MFP decisions and followup with the implementation.

2. Use MFP-3 decisions to update the transportation plan.

3. Utilize MFP as a basis for program packages and annual work plan, etc.

4. Apply experience gained in a total multiple-use planning effort to analyze previously prepared MFP's and determine specific initiatives that can be used in these areas as input to the budgeting processes.

5. Use the experience gained to develop 1605 and 1608 manual supplements incorporating support programs more substantially.

Scope of MFP Step 3

The Bureau's long term strategy is to integrate the planning/ES processes and to do environmental impact statements at the MFP stage on a total resource allocation basis. Implementation involves essentially (a) a substantial elaboration of MFP 2, building upon existing 1608 procedures to explicitly accommodate detailed and documented assessments, including environmental impacts, of major alternative uses of the land as well as of the proposed multiple use plan; (b) a condensed, streamlined ES document incorporating the MFP; and (c) an amalgamation of separate MFP and ES teams. The fact that land use alternatives are not always analyzed -- or sometimes even described -- in many MFPs is a major MFP deficiency. For group discussion purposes:

A. What should be included in the proposed action (scope) that will eventually lead to an MFP 3 decision document?

B. What range of alternatives should be developed in MFP Step 2? What sideboards should be used in developing rational alternatives, considering such factors as economic development versus environmental quality, local values versus national needs, etc.

C. How do you develop alternatives? There appear to be three basic options for development of alternatives during analysis of recommendations and conflicts in addition to the need of factoring in mandatory alternatives. Discuss advantages and disadvantages of each.

    1. Formulate alternatives prior to analysis of MFP 2 recommendations or conflicts. This class of alternatives is pre-generated.

    2. Formulate alternatives during analysis of specific MFP 1 recommendations or conflicts As a function of specific MFP 1 recommendations or conflicts, this class of alternatives is tailored or "customized."

3. Develop customized alternatives at the individual MFP recommendations or conflict level, as in 2 above, then later in the process formulate alternatives to the over all, best multiple use mix proposal for the planning area.

4. Alternatives required by NEPA or policy, such as no action or no grazing use, are posited separately from activity recommendations and conflict analysis.

Tucson Workshop material will be supplied. Total report plus pages 43 and 44 of writeup.

Scope of MFP Step 3 and Nature of Alternatives
To Be Considered in MFP Step 2
Discussion Group

Darrell Sall, Chairman	Bob Bennett, Chairman
Dave Pickett	Neil Talbot
Bud Brown	Jerry Pittman
Bob Pizel	Bruce Whitmarsh
Delon Potter	Gary Bell

Preparation Time: June 1, 1978 (p.m.)

Presentation Time: June 2, 1978 (8:00 a.m. - 9:00 a.m.)

VII. Scope of MFP Step 3 and Nature of Alternatives to be considered in MFP Step 2

Simply stated, the objective of this work group was to consider methods of developing alternatives from the Bureau Planning System for incorporation into an Environmental Statement within the MFP. As the work group met, it became obvious that the time allowed was not adequate to give more than a brief brush at the objective.

The approach discussed (see Attachment A) involves no change in the planning process through Step 1 MFP. Following Step 1, those recommendations without conflict would be incorporated into the multiple use decision. Those recommendations with conflicts that could be mitigated and still meet the resource objectives would also be incorporated directly into the multiple use decision. Recommendations that could not be mitigated without compromise would form the basis for the alternatives.

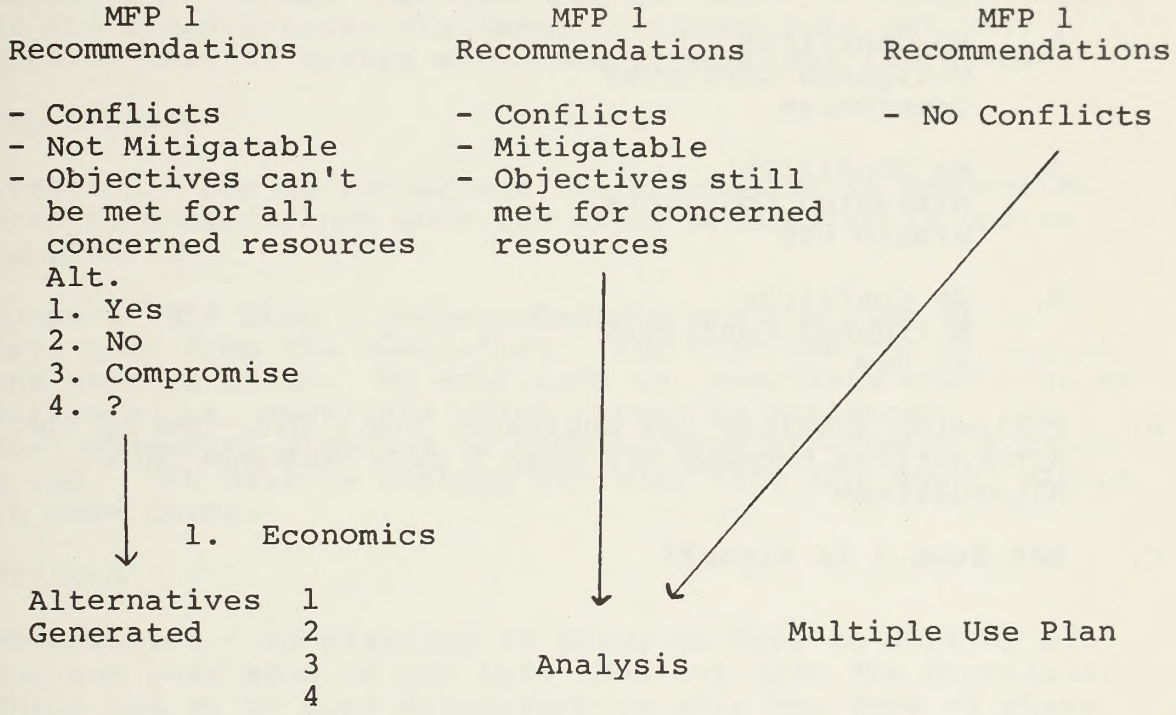
Alternatives would be derived from the non-mitigatable recommendations by using Water Resource Council Standards*, and would incorporate dual objective planning, i.e., Regional and National Economic Development and maximum Environmental Quality. After these alternatives were developed for the conflicting resource recommendations from MFP 1, they would be joined with non-conflicting and mitigatable recommendations to form two divergent ES alternatives. The proposed action would be the no conflict recommendations, the mitigatable recommendations, plus a compromise on the non-mitigatable recommendations (see Attachment B).

Following a presentation to the assembled workshop by the work group, a period of discussion took place. Attachment C reflects the results of that discussion.

*See Appendix

ATTACHMENT A

ALTERNATIVE DEVELOPMENT



Criteria or sideboards for Alternative Development

- Water Resources Council Standards*
- Dual Objective Planning
  - Environmental Quality
  - Regional and National Economic Development

* See Appendix

ATTACHMENT B

MFP Steps

A. MFP Step 1 Develops Alternatives, i.e.

1. No Conflicts
   Mitigated Conflicts
   Compromise

2. No Conflicts
   Mitigated Conflicts
   Single Use

3. No Conflicts
   Mitigated Conflicts
   No Use

B. Following Multiple Use Analysis, i.e., EIS, one of the Alternatives becomes MFP Step 2 or a combination of Alternatives

C. MFP Step 3 is signoff

ATTACHMENT C

Darrell Sall

Agreed with format that came out of Tucson Workshop. Some of the disadvantages discussed at Tucson were not that great - test of system will come from actual field test.

Bob Bennett

Question: How do you expect the specialist to compromise when he doesn't know what the other specialist is coming up with?

Answer: MFP Step 1 recommendations are the base which have come from the specialist. Jim then went on to explain the process again. No conflicts vs. conflicts which can be mitigated vs. conflicts which cannot be mitigated. Use dual objective planning to develop some reasonable alternatives. You have to perhaps get away from the tunnel vision in some cases.

Pittman

Observation - SO planning is going to have to work up a dog and pony show to get this idea out into the Districts. There has to be more discussion on this new type of phase of planning realizing that field testing is going on. We do have to get some information out to specialists to gain their early support. It is a new approach and very difficult to understand. The district people may have some good input into how this process can be implemented.

Combining the MFP/ES Process

The purpose of this session is to bring State personnel up-to-date in the latest thinking on the combined planning and environmental direction and processes of the Bureau. In addition, the structure and analysis of alternatives will be discussed.

Analysis Format and Methodology Procedures

Discussion Leader: Dave Darby

Presentation Time: June 2, 1978 (9:00 a.m. - 9:45 a.m.)

VIII. Combining the MFP/ES Process - Options on Alternatives and How They can be Structured for Analysis

The purpose of this presentation is to inform state personnel on current trends involving the combination of planning and environmental direction and process in the Bureau. In April 1978, an MFP/ES Workshop was held in Tucson, Arizona. One work group from the Tucson Workshop addressed issues of organization and format of ES on MFP. Work focused on the nature of an MFP/ES test project in BLM.

The work group report (page 89) identified three major test options in ES on MFP process. Structure and analysis of these options are included in the report.

MANAGEMENT FRAMEWORK PLAN / EIS

Documentation Format	Process	Source Documents
INTRODUCTION AND BACKGROUND	Summary Information	
PREFERRED PLAN (Draft) RECOMMENDED PLAN (Final)	Summary Information	
ALTERNATIVE PLANS		
PRESENT CONDITIONS		Inventory URA 2 URA 3 SEP
Climate and Air Quality		
Geology		
Soils		
Water		
Vegetation		
Animals		
Prehistoric and Historic Features		
Aesthetics		
Recreation		
Economic Conditions		
Social Conditions		
Land Use		
Ecological Considerations		
RESOURCE POTENTIAL AND RECOMMENDATIONS		NEPA, FLPMA Outlook Guides URA 4 MFP 1 PAA
Regionwide Goals and Objectives		
Lands		
Minerals		
Recreation		
Wildlife		
Watershed		
Range		
Timber		
Support		

DEVELOPMENT OF ALTERNATE MANAGEMENT PLANS

MFP 2
PDOD
Environmental Assessment

1. Conflict Identification
2. Management Alternatives
   - Maximum Environmental Values (#1)
   - Optimum Economic Development (#2)
   - Overall Balance Among All Objectives (#3)
   - Other Objectives Mix (#4)
   - Other Objectives Mix (#5)
3. Environmental Assessment
   - Alternative #1
   - Alternative #2
   - Alternative #3
   - Alternative #4
   - Alternative #5
   - Special Considerations

ENVIRONMENTAL IMPACT STATEMENT

Cover Sheet

SUMMARY

PURPOSE AND NEED

ALTERNATIVE MANAGEMENT PLANS

ENVIRONMENTAL CONSEQUENCES (incl. proper reference to environment)

CONSULTATION AND COORDINATION

MFP/ES PROCESS AND FORMAT

1. Some resolution would have to be made between the environmental assessment (Red Book) approach to Land Use - integrated with appropriate components, summarized in land use - and BLM planning approach as dealt with in URA 3.

2. Ecological Considerations section would deal with ACECs, ELUs, or non area-specific ecological relationships which are of special importance to this MFP. This will not mean that all of Mountain Foothills necessarily will be broken into subordinate units in order to have MFP recommendations more area specific. Deserving special attention.

3. URA 4, MFP 1, and PAA would be integrated under program categories. MFP 1 will have to provide some type of banding between potential and recommendation. This may be areas, levels, or priorities. In effect are MFP 1 proposal and alternatives.

4. MFP 1 for a program will have 3 categories:

   No Conflict: Complementary
   Conflicts, but Mitigatible: Objectives Still Met
   Conflicts not Mitigatible: Alternatives must be examined
   (major focus of MFP 2)

5. Conflict identification would focus on discussion of no conflict, mitigatible, non-resolvable, with emphasis on the latter.

6. Management Alternatives section would go from Objectives to management alternatives, using difference forms of conflict resolution as the method.

7. Alternatives could be along the Economic-Environmental range, or they could be vertical alternatives, simply a different but comparable use.

8. Environmental Assessment (Consequences) could be simply included in the EIS, rather than summarized there.

9. MFP portion probably needs Consultation and Coordination Section. One section overall should do.

MFP/ES WORKSHOP
Tucson, Arizona

ORGANIZATION AND FORMAT OF ES ON MFP

WORK GROUP REPORT
April 13, 1978

Work group participants:

David Darby, Montana State Office, Chairman
Jack Kelly, Wyoming State Office
Dan Rathbun, Las Cruces District Office
Bruce Bandurski, Washington Office
Dick Huff, Idaho State Office
John Farrell, OEPR
Denice Meredith, Eastern States Office

Introduction

Because of conflicts and overlap with earlier work group reports, this work group was asked to address organization and format of ES on MFP. The focus of the work group was on the nature of an MFP/ES test project(s) in BLM.

The work group made several assumptions before beginning:

1. Where time and manpower dictate, ESs to meet Bureau range requirements will have as their proposed action the vegetative allocations arising from MFP 2, with vegetative allocations being dealt with as defined by the workshop.

2. This work group would deal, therefore, only with a total MFP-ES test in BLM. The focus of the work group would therefore be:

- What it is that should be tested in BLM.

- Special considerations that would better define the nature of the test.

Test Options

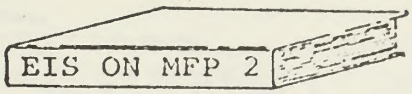
The work group identified three major test options as follows:

(1) An EIS on MFP 2.

(2) A totally integrated MFP/ES document.

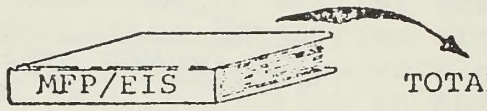
(3) A printed MFP with a separate ES section or document.

Option 1



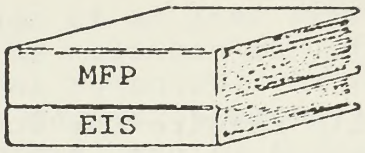
FORMAT	CRITERIA
1. Purpose and Need	National + specific plan objectives
2. Preferred Plan	Description of multiple use recommendation(s) in Step 2 + cumulative plan-wide summary
3. Alternative Plans	Same
4. Conflict Analysis and Alternatives Development	Explanation of how conflicts were handled, analysis involved, alternatives development. Source: Multiple use analysis. MFP 2
5. Environmental Consequences a. Preferred alternatives b. Alternative 2, etc.	By environmental component topics or issues. (e.g. water quality) Summary comparison of alternatives. Draft CEQ regulations.
6. Affected Environment	From URA 2, 3, Social and Economic Profile, other sources.
7. Consultation and Coordination	

Option 2



FORMAT	CRITERIA
1. Purpose and Need	Same as #1
2. Alternatives	Same as 2 and 3 of #1, incl. alternative preferred
3. Present Condition	URA 2, 3. Environment, ecology, Areas of Critical Environmental Concern, Ecological Land Units. Socio-Economic Need
4. Resource Potential and Recommendations	URA 4 + MFP 1 (optional). Planning Area Analysis - policy application discussed?
5. Conflict Analysis + Alternatives Development	Same as #1
6. Environmental Consequences	Same as #1
7. Consultation and Coordination	Same as #1

Option 3



FORMAT	CRITERIA
Management Framework Plan (Items 1-5 in Option 2)	Same as #2
Environmental Statement (Items 1-6 in Option 1)	Same as #1, except 1, 4, 6 reference MFP in large part
Consultation and Coordination	For both ES and MFP?

Analysis of Options

Option 1

This approach would require the documentation of most key information contained in URA, MFP, and other documents like the social and economic profile. It would only produce an environmental statement, not a printed planning document for ready reference in meeting FLPMA requirements. It would, however, meet the NEPA requirements of an environmental statement at the first major planning tier in BLM's work.

Option 2

This option would envision no distinct environmental impact statement. Rather, BLM planning procedure, supplemented by sections specifically enumerating environmental consequences as outlined in the new Council on Environmental Quality draft regulations, would simply be developed and printed in a manner which will fill both NEPA and FLPMA requirements. While such a document would meet FLPMA requirements for disseminating information to other government agencies, it is likely that such a document would be of a level of detail that it could defeat the purpose of easy and ready public review as outlined in the CEQ regulations for NEPA documents. It is therefore likely that a summary document would have to be prepared as a minimum if this approach were taken.

Option 3

This option envisions a printed planning document representing BLM's management framework plan, as well as essential information developed in the URA, SEP, and PAA processes. The option would focus the detail that has been present in BLM environmental statements on the resource planning process. With the printed MFP as reference, the EIS could then become a much shorter, much more concise presentation focusing primarily on a summary of key environmental consequences. In this approach, the EIS would follow the general outline included in the CEQ draft regulations and be attached as a section of the larger document; or as an option, a separate document to accompany the MFP. In either case, the EIS would be self contained, but in level of detail would largely summarize from what was considered in the MFP.

This approach has the advantage of at last printing BLM's planning information for use by multiple BLM offices, as well as other state and federal agencies. At present, BLM's planning information could be termed "essentially unavailable information." At the same time, the process would allow the EIS review to focus on the environmental impact statement process as a separate contained document, rather than subject the entire management framework planning process to the legal scrutiny and requirements of NEPA. Option 2 would do this.

At the same time, very little more information would be required in this approach than would be required in Option 1. It would have the advantage of having both an available plan and a summary ES, rather than only producing an ES with an equivalent amount of effort, as with Option 1.

Conclusions

1. A printed MFP is absolutely desirable as a BLM policy, if not a definite requirement to meet FLPMA objectives.

2. Option 3 should be the focus of BLM pilot efforts to develop a combined MFP/ES.

3. Major considerations of any pilot or test efforts should be as follows:

   - The test offices should be given maximum flexibility in the final format and the level of information included in the pilot effort.

   - A preparation plan approach, similar to that for an ES should be used in obtaining Bureau agreement on general approach and format.

   - Normal review processes should be the medium for any further coordination and clearance within BLM and the Department.

   - The test should not only evaluate the MFP/ES process, but also the mechanics of accomplishing a planning project of this magnitude, and the possibility of moving toward Option 2 at some point in the future.

Planning Area Analysis

Review the concepts of the PAA as they relate to MFP preparation. This involves consideration of:

A. Economics (by resource activity)

   1. present situation
   2. future use

B. Social Values Analysis

   1. Social Cultural Values and Public Positions
   2. Social Well-Being

C. Infrastructure and Bureau Relationships

D. Areas of Critical Environmental Concern

PAA preparation and use issues center upon the following factors:

A. How can PAAs in Montana be improved?

B. Who should and can prepare them? (RAO, DO, SO involvement

C. How can PAA information use in the MFP be assured? What is preventing use of existing PAAs?

Planning Area Analysis
Discussion Groups

Group 1	Group 2
Gary Gerth, Chairman	Ed Hastings, Chairman
Don Nelson	Dick Cosgriffe
Lyle Fox	Don Ryan
Gary Roam	Don Wilson

Preparation Time: June 1, 1978 (p.m.)

Presentation Time: June 2, 1978 (10:00 a.m. - 11:00 a.m.)

IX. Planning Area Analysis - Group 1

Discussion was centered on a review of the concepts of the PAA as they relate to MFP preparation. The group surfaced problems involved with PAA preparation and the possibilities for improving the documents. Questions addressed include:

- Who should and can prepare them? (RAO, DO, SO)

- How can PAA information use in the MFP be assured?

A. Review Concepts

B. Problems

1. Watershed section missing.

2. SED system does not give accurate demand projections.

3. Social values are hard to determine and the public is sensitive as to how we categorize it in print.

4. Our economic figures may be attacked by the public for a variety of reasons - one of which is our data is outdated (SED projections - SEP population estimates).

5. Social values - determination of public positions and expectations includes only local population.

6. Problems and issues summary appears to be a needless duplication.

7. There is a question as to if a PAA should be required in areas of insignificant public surface and responsibility.

8. A lack of basic resource data is a problem in the economic analysis for some activities.

C. How Can PAAs Be Improved?

1. Need better determinations of economic demand.

2. Should consider doing other kinds of economic analyses - e.g., what is relative significance of BLM actions on a rancher in relation to other economic factors affecting the rancher.

3. BLM should look at other data sources which may have been produced by state and other federal agencies.

4. Combine as many planning units as possible into an MFP area - strive for a more intensive, thorough analysis.

5. Consider developing the social values analysis for an entire district - even though more than one MFP may be involved.

D. Who Should Prepare?

1. Should be prepared under contract administered by MSO. Expertise is not available at District or RA level.

E. How to Insure Use of PAA Information?

1. Make sure the PAA is done before MFP.

2. Need more usable information in them to develop staff confidence in their use.

PAA - Gary Gerth

Notes on discussion following presentation

Ed Hastings - our group was thorough. Key to work on in economic section is involve specialist right off the bat - get their input in terms of AUMs or ? Economic help needed from outside RA or DO because no expertise. Form clearance a problem so must devise other methods. Discussion on schools Dillon did is helpful. List of key people, groups good addition.

How could it be improved - get commitment from specialist; don't commit yourself to too many at one time.

Who should do it - be flexible with AM - get it where you can.

how to assure use - provide a quality document and get it circulated.

Should group PAA where possible.

Group Feedback

1. Involve specialists in economic section.
    a. DO or RA no expertise
2. Assure use
    a. Provide a quality document
    b. Circulation
3. Should group PAA where possible

IX. Planning Area Analysis - Group 2

The work group objective was to review concepts of the PAA as related to MFP preparation. Areas covered in the discussion include economics, social values analysis, infrastructure, Bureau relationships, and areas of critical environmental concern. PAA preparation and use issues were also addressed.

A. Economics (by resource activity)

1. Present Situation

Each resource specialist has to be involved whether inhouse or other method is used to produce this part of the PAA; he has to be prepared to provide answers to questions like:

a. How many AUMs?
b. How many elk or deer, etc.?
c. How many recreation visitor days in various activities?

May need more training for specialists.

2. Future Use (economic demand projections)

This portion of PAA needs input from some other level than RA or DO. It could come from State Office specialists or could be contracted.

B. Social Values Analysis

1. Social Cultural Values and Public Positions

2. Social Well-Being

Probably best to utilize the data collection techniques developed by Paul Myers at SO level to avoid problems with OMB on form clearance.

It may be that a local contractor could have sufficient information or knowledge of these items within the planning area that he could produce these items without initiating new inventories.

C. Infrastructure and Bureau Relationships

This is fairly straightforward and work group did not have a lot to add to present procedures.

The information on schools in the Dillon West Tendoy PAA is a good addition.

Bureau Relationships - Group thought it would be helpful to develop a listing of such things as:

1. Key persons in planning area

2. Special interest and pressure groups

Information on payment in lieu of taxes is a good input (Dillon West PAA)

Questions:

A. How can PAAs in Montana be improved?

1. Need to gain more commitment from resource specialists and AMs to provide the best possible basic inputs for the economic analysis portion of PAA.

2. All continue to work at overcoming the resistance to change in line managers; demonstrate the values of a good PAA example: Dillon West PAA shows good detail on timber values that would have to be foregone if the wildlifer is to protect crucial elk habitat.

3. In the future, don't commit a District to producing 6 to 8 PAAs in a short timespan.

B. Who should and can prepare them?

Depends on the area involved; should be left flexible.

Dillon had good luck with utilizing a local college professor. This might work also for Havre, Billings. Glasgow, Malta, and others may want to call on State Office expertise in social and economic fields to develop the PAA.

C. How can PAA information use in the MFP be assumed? What is preventing use of existing PAAs?

1. Produce a quality document to demonstrate the values in multiple use analysis.

2. Existing documents do not provide the information needed. Resistance to change.

Other Thoughts

We should be looking at consolidating PAAs.

Dillon - 2 PAAs
Prairie Potholes - 5 MFPs, maybe could cover area with 3 PAAs

Planning Organization in District Office

Review and discuss Montana's reorganization proposal concerning the development of a Branch of Planning/ Environmental Coordination within the DO Division of Resources. The objective of the workshop is to prepare background material to enable development of functional statements for the new organization structure as well as possible staffing requirements.

Some items of concern involve:

A. Relationship and/or responsibility between District organizational units and the Branch of Planning/ Environmental Coordination, i.e. RAO, DO Divisions, DM & ADM.

B. Position requirements and overall planning system management

C. Relations between DO, Branch of Planning/Environ mental Coordination and MSO Division of Planning

Planning Organization in District Offices
Discussion Group

Ron Bartley, Chairman
Dwight Conley
Charlie Dahlen
Karl Lind

Preparation Time: June 1, 1978 (p.m.)

Presentation Time: June 2, 1978 (11:00 a.m. - 12:00 noon)

X. Planning Organization in District Offices

Problem:

Review and discuss Montana's reorganization proposal concerning the development of a Branch of Planning/ Environmental Coordination within the DO Division of Resources (Option I). Also, review and discuss the option of placing the Planning/Environmental Coordination function under the DM/ADM (Option II).

For Options I and II discuss:

a. Advantages and disadvantages of each.

b. Relationships and/or responsibilities between District organizational units and the Planning/ Environmental staff.

c. Position requirements (organizational unit).

d. Proposed functional statements for Option I.

PROPOSED
FUNCTIONAL STATEMENTS

DIVISION OF RESOURCES

General Responsibility. The primary responsibility of the Division of Resource Management is (1) to develop diverse analytical products especially where an interdisciplinary approach is required, (2) to review and evaluate resource technology and procedures and recommend changes to meet objectives, (3) to provide technical expertise in all resource program functions where technical knowledge or manpower are not available in the resource areas, (4) to provide coordination and develop specific components in the Planning System process, (5) to develop formal 102 environmental statements on specific projects or geographic areas, and (6) to provide staff review and evaluation as assigned by the District Manager.

BRANCH OF RESOURCES

Prepares Districtwide management of land and resources (MLR) program guidance and direction. (Excludes program services, fire and construction and maintenance activities.) Consolidates resource area AWP submission for MLR activities.

Coordinates Districtwide resource programs and provides technical support to Area Managers in those disciplines which are lacking on the area staff.

Analyzes need for special research and study projects and recommends projects. Conducts significant research and study projects. Provides general overview and formal evaluation on a continuing basis on all operating management plans including cooperative projects with other agencies and universities to determine if objectives are being met.

Advises District Manager and Area Managers on probable changes in program thrusts as indicated by regional and national forecasts and trends.

Secures, organizes, and analyzes state, regional, and national basic technical data for use in development of multi-year programs and management action plans.

BRANCH OF PLANNING AND ENVIRONMENTAL ASSESSMENT

Prepares District social, economic, and special studies as directed.

Provides guidance and operational assistance to Area Managers by developing comprehensive, coordinated, and dynamic multiple use plans; develops planning strategies adapted to the unique characteristics of each planning problem.

Serves as principle planning contact in the District for federal, state, and local planning agencies and offices; assures that relevant planning efforts of other agencies and organizations are recognized in the District's planning program; and assists other agencies and local governments in interagency planning efforts.

Has lead responsibility for developing the Social-Economic Profile.

Provides technical environmental assessment support to the Area Managers.

Prepares all environmental impact statements and major impact studies (other than 102 statements), including river basin studies and pilot studies. May conduct public meetings and arrange for hearings.

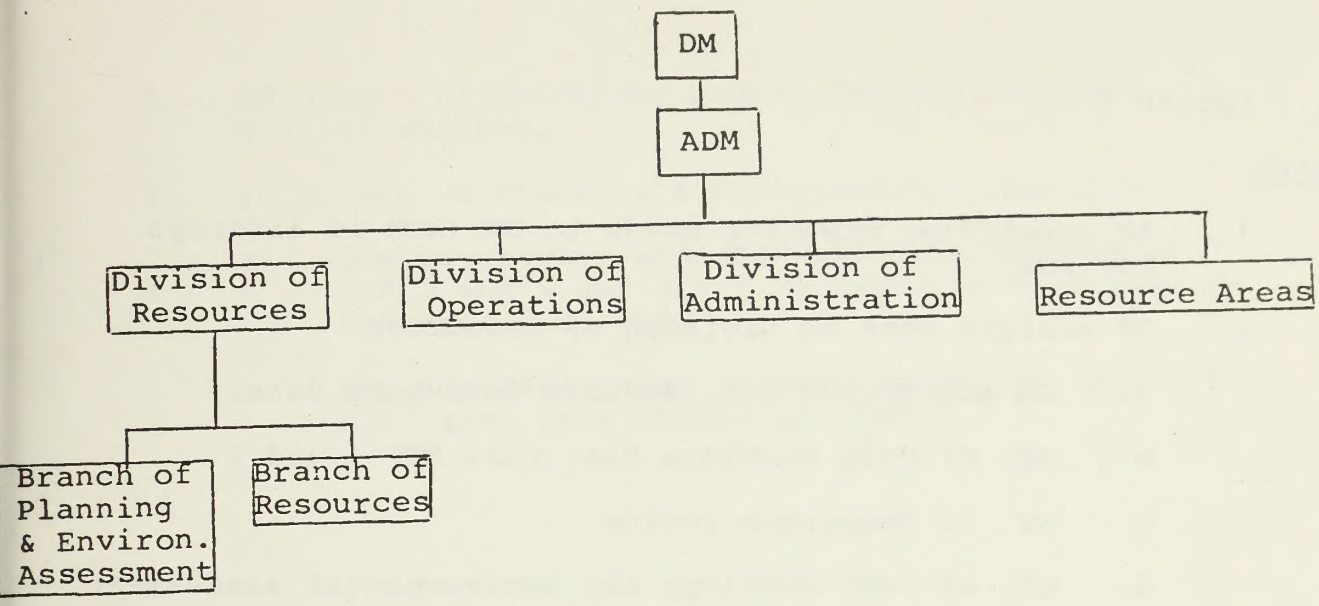
Provides technical assistance to Area Managers in preparation of routine analysis and environmental analysis reports.

ORGANIZATION CHART

DIVISION OF RESOURCES

BRANCH OF RESOURCES	BRANCH OF PLNG. & ENVIRON. ASSESS.
Lands	Lands
Minerals	Minerals
Range	Watershed
Forestry	Forestry
Recreation	Range
Wildlife	Wildlife
Watershed — Soils / Hydro.	Recreation
Archaeology	Socio-Economic
Wilderness	------
Non-Game Biology	Add as needed
Biorythm computer specialist	

OPTION 1



ADVANTAGES

1. Coordination and control better
2. Less burden on ADM
3. Added quality and consistency
4. Better flexibility

DISADVANTAGES

A. Option I

Steps

1. AM identifies planning needs to DM (ADM is alterego for DM)
2. DM assigns work to Division of Resources
   a. RA and Br. of Res. acquire inventory data.
   b. Br. of P&EC develops URA, PAA, MFP 1 and 2.
   c. Br. of Resources review
   d. Br. of P&EC develops the environmental assessment
3. AM develops Step 3 MFP - submit to DM
4. DM signs off

SO review and assistance URA 3 and 4 and MFP 1 and MFP 3 through process.

B. Option II

Refer to Organization Chart

Steps

1. Branch of P&EC develops the produce under AM supervision in conjunction with his staff.
   a. assumes AM and staff develops URA and MFP 1 or planning team develops entire product.
   b. Planning team develops MFP 2, EIS, EAR

*Conflict Resolution

1. AM writes Step 2
2. Res. Spec. (work sheet)
3. Have 1 or 2 people do it for AM

Work sheet vs. team of 1 or 2 to identify conflict and resolve.

decision to made by AM

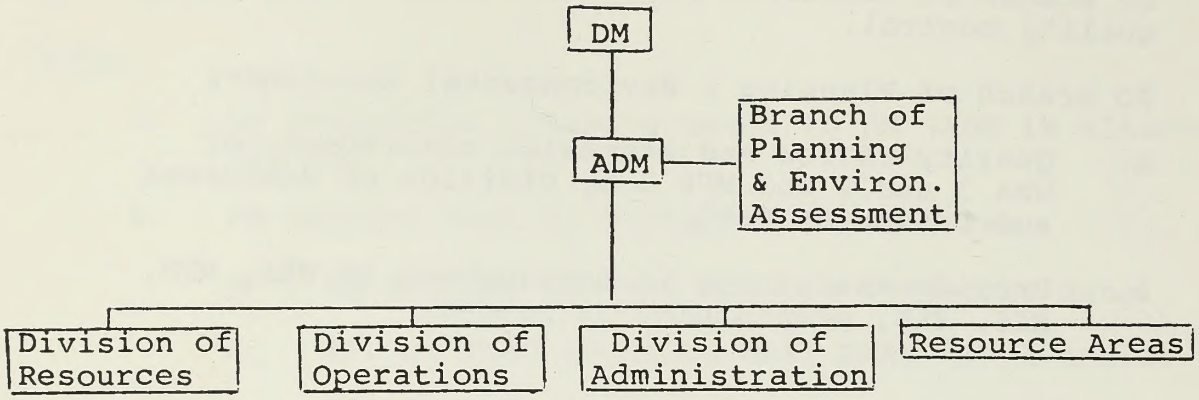
2. DO Branch of Resources review for content and quality control.

3. SO Branch of Planning & Environmental Assessment

   a. Quality review and statewide consistency of URA 3 and 4 and MFP 2 by Division of Resources and Branch of P&EC

   b. Provide assistance in development of URA, MFP, EIS, EAR, preplanning as needed.

Option 2



ADVANTAGES

1. Greater specialization (strict program development)

DISADVANTAGES

1. Additional workload for ADM.
2. Manpower demands greater (less flexibility)
3. More coordination problems

APPENDIX

a-Water Resource Council Standards

b-"New Directions in Century 3"

PRINCIPLES FOR PLANNING WATER
AND RELATED LAND RESOURCES

I. Purpose and scope.
II. Objectives.
III. Other beneficial and adverse effects.
IV. General evaluation principles.
V. Plan formulation.
VI. System of accounts.
VII. Cost allocation, reimbursement, and cost sharing.
VIII. National program for Federal and federally assisted activities.
IX. Implementation of principles.
X. Application and effect.

I. PURPOSE AND SCOPE

These Principles are established for planning the use of the water and related land (hereinafter referred to as water and land) resources of the United States to achieve objectives, determined cooperatively, through the coordinated actions of the Federal, State, and local governments; private enterprise and organizations; and individuals.

These Principles provide the basis for Federal participation with river basin commissions, States, and others in the preparation, formulation, evaluation, review, revision, and transmittal to the Congress of plans for States, regions, and river basins; and for planning of Federal and federally assisted water and land resources programs and projects and Federal licensing activities as listed in the Standards.

Plans for the use of the Nation's water and land resources will be directed to improvement in the quality of life through contributions to the objectives of national economic development and environmental quality. The beneficial and adverse effects on each of these objectives will be displayed in separate accounts with other accounts for the beneficial and adverse effects on regional development and social well-being. Planning for the use of water and land resources in terms of these objectives will aid in identifying alternative courses of action and will provide the type of information needed to improve the public decisionmaking process.

II. OBJECTIVES

Existing or projected needs and problems expressed by the people through their local, State, regional, or national institutions have created a need for water and land resource management and use. These needs and problems are of such a multigovernmental nature that their resolution requires cooperation and coordination by many levels of government and private interests.

The overall purpose of water and land resource planning is to promote the quality of life, by reflecting society's preferences for attainment of the objectives defined below:

A. to enhance national economic development by increasing the value of the Nation's output of goods and sevices and improving national economic efficiency.

B. To enhance the quality of the environment by the management, conservation, preservation, creation, restoration, or improvement of the quality of certain natural and cultural resources and ecological systems.

For each alternative plan there will be a complete display or accounting of relevant beneficial and adverse effects on these two objectives.

Beneficial and adverse effects are measured in monetary or nonmonetary terms. Estimating these beneficial and adverse effects is undertaken in order to measure and display in appropriate accounts the net changes, with respect to the two objectives, that are generated by alternative plans.

The priorities and preferences of the various individuals affected will vary and, accordingly, there will likely not be full agreement among all affected on whether certain effects are beneficial or adverse or on the relative trade offs between objectives. However, when any plan is recommended from among alternative plans, there is an implicit expression of what is considered to be the affected group's priorities and preferences.

Effects on some components of the two objectives are generally regarded as favorable. These include, for example, gains in national output. For other components, however, preferences will differ. This will certainly be true of some of the components making up the environmental quality objective. For such instances, planning provides information which should facilitate planning decisions and reduce conflict over such decisions.

Thus, there are beneficial and adverse effects for national economic development and environmental quality. These are measured in quantitative units or qualitative terms appropriate to a particular effect. The accounts are not mutually exclusive with respect to beneficial or adverse effects, and final decisions as to the selection of the recommended plan will be made by considering the differences among alternative plans as to all their effects.

A. Beneficial Effects on National Economic Development

Beneficial effects to be displayed in the national economic development account are increases in the value of the output of goods and services and improvements in national economic efficiency resulting from a plan. These include:

a. The value to users of increased outputs of goods and services; and

b. The value of output resulting from external economies.

B. Adverse Effects on National Economic Development

Adverse effects of a plan to be displayed in the national economic development account include:

a. The value of resources required for or displaced by a plan; and

b. Losses in output resulting from external diseconomies.

C. Beneficial and Adverse Effects on Environmental Quality

The beneficial and adverse effects of alternative plans on the environmental characteristics of the area under study or elsewhere in the Nation will be evaluated. Environmental effects will be displayed in terms of relevant physical and ecological criteria or dimensions, including the appropriate qualitative aspects. Such an evaluation would be displayed in the environmental quality account and include the effects of the proposed plan on:

a. Open and green space, wild and scenic rivers, lakes, beaches, shores, mountains and wilderness areas, estuaries, and other areas of natural beauty;

b. Archeological, historical, biological, and geological resources and selected ecological systems;

c. The quality of water, land, and air resources; and

d. Irreversible commitments of resources to future uses.

III. OTHER BENEFICIAL AND ADVERSE EFFECTS

For each alternative plan, the beneficial and adverse effects on regional development and social well-being will be displayed where appropriate.

A. Beneficial and Adverse Effects on Regional Development

The following beneficial or adverse effects of the proposed plan on a system of relevant planning regions (States, river basins, or communities) will be displayed where appropriate.

a. Income effects

(1) Beneficial.

(a) The value of increased outputs of goods and services resulting from a plan accruing within relevant regions; and

(b) The value of output resulting from external economies accruing within relevant regions.

(2) Adverse.

(a) The value of resources within relevant regions required for or displaced by a plan.

(b) Losses in output resulting from external diseconomies within the relevant regions.

b. Beneficial and adverse effects on other components of regional development.

(1) The number and types of jobs resulting from a plan in the region under consideration;

(2) Effects of the plan on population distribution within the region under consideration and among regions in the Nation;

(3) The effect of the plan on the economic base and economic stability of the region under consideration;

(4) The effect of the plan on the environment in the region under consideration; and

(5) The effect of the plan on other specified components of regional development.

B. Beneficial and Adverse Effects on Social Well-Being

The beneficial and adverse effects of a plan to be displayed where appropriate in the social well-being account include:

a. Real income distribution. The effects of a plan on the real income of classes or groups that are relevant to the evaluation of a plan will be displayed. All effects, both monetary and income in kind, will be included in this display.

b. Life, health, and safety. Plan effects on life, health, and safety other than those evaluated monetarily for the national economic development objective will be included here. Measurement techniques will vary but would largely be in terms of physical units.

c. Educational, cultural, and recreational. The effect of the plan on educational, cultural, and recreational opportunities.

d. Emergency preparedness. The effects of the plan on reserve capacities and flexibilities in water resource systems and protection against interruption of the flow of essential goods and services at times of national disaster or critical need will be displayed.

e. Other. Other effects on social well-being may be identified and displayed as relevant to alternative plans.

IV. GENERAL EVALUATION PRINCIPLES

A. General Setting

Full employment will be assumed except where local areas of chronic unemployment, underemployment, or other conditions indicate otherwise. Plan formulation and evaluation will be based on national and regional projections of employment output, and population and the amounts of goods and services that are likely to be demanded. Actual or projected needs for water and land resources will be related to these projections. Alternative plans will take into account established standards and goals for the quality of the environment and other factors.

B. Measurement of Beneficial and Adverse Effects

Beneficial and adverse effects of each alternative plan will be determined by comparing the conditions expected with the plan to the conditions expected without the plan. Since substantial changes may be expected even in the absence of the plan, care should be taken that this fact is properly reflected in plan formulation and evaluation.

C. Price Relationships

When prices are used in evaluation they should reflect the real exchange values expected to prevail over the period of analysis. For this purpose, relative price relationships and the general level of

prices prevailing during the planning study will be assumed to hold generally for the future, except where specific studies and considerations indicate otherwise.

D. The Discount or Interest Rate

The discount rate will be established in accordance with the concept that the Government's investment decisions are related to the cost of Federal borrowing.

E. Consideration and Comparison of Alternatives

A range of possible alternatives capable of application by various levels of government and by nongovernmental interests, should be studied. These alternatives should be evaluated or judged as to their contributions to the objectives.

Plans, or increments thereto, will not be recommended for Federal development that, although they have beneficial effects on the objectives, would physically or economically preclude alternative non-Federal plans which would likely be undertaken in the absence of the Federal plan and which would more effectively contribute to the objectives when comparably evaluated according to these principles.

F. Period of Analysis

The period of analysis will be the lesser of (1) the period of time over which the plan can reasonably be expected to serve a useful purpose considering probable technological trends affecting various alternatives, or (2) the period of time when further discounting of beneficial and adverse effects will have no appreciable effects on design. Appropriate consideration will be given to long-term environmental and social well-being effects which may extend beyond periods significant for analysis of national economic development or regional development beneficial and adverse effects.

G. Scheduling

Plans should be scheduled for implementation in relation to needs so that desired beneficial effects are achieved efficiently. Beneficial and adverse effects occurring according to different patterns in time are affected differently by the discount process when plans are scheduled for implementation at alternative future times. Therefore, plan formulation should analyze the alternative schedules of implementation to identify the schedule that would result in the most desirable mix of contributions to the objectives when the beneficial and adverse effects of a plan are appropriately discounted.

H. Risk and Uncertainty

Risk is characterized by a distribution of events occurring according to reasonably well-known probabilities, even though their sequence and time of occurrence cannot be determined. Frequency analysis in hydrology, where long records are available or can be mathematically simulated, is an example of predictable risk. In such situations, it may be necessary to choose between planning for average or probable conditions and planning for extreme events. When this is done, the nature of the choice and its relationship to the objectives will be clearly stated. Predictable risk; based upon past experience, should not be divorced from predictable or foreseeable trends which would alter probabilities based solely upon previous experience.

Uncertainty is characterized by the absence of any known probability distribution of events. This is often the situation in water resources planning. The nature of uncertainty associated with the planning study, strategies proposed to deal with uncertainty, and their impact on the objectives should be reported. In addition, sensitivity analysis may be employed to analyze uncertain situations.

I. Sensitivity Analysis

Plans should be examined to determine their sensitivity to data availability and to alternative assumptions as to future economic, demographic, environmental, and technologic trends. Selected projections and assumptions of alternative futures that are reasonably probable and that, if realized, would appreciably affect plan design or scheduling should be analyzed.

J. Updating Plans

Because, of rapid change in social economic, environmental, technologic, physical, and other factors, a plan that is not implemented within a reasonable time after completion should be reviewed as provided in the standards to ascertain whether it continues to be the best alternative to achieve the objectives.

V. PLAN FORMULATION

Plans will be directed to the improvement in the quality of life by meeting current and projected needs and problems as identified by the desires of people in such a manner that improved contributions are made to society's preferences for national economic development and environmental quality. These plans should be formulated to reflect national, regional, State, and local needs or problems consistent with the above two objectives.

Planning of water and land resources is a part of broader public and private planning to meet regional and local needs and to alleviate problems. Therefore, planning for water and land resources should be carefully related to other regional or local planning activities and should include active participation of all interests.

Plans for water and land resources will focus upon the specified components of the objectives desired for the designated region, river basin, State, or local planning setting. These are expressed in terms of projected needs and problems identified in each planning setting.

The planning process includes the following major steps:

(1) Specify components of the objectives relevant to the planning setting:

(2) Evaluate resource capabilities and expected conditions without any plan;

(3) Formulate alternative plans to achieve varying levels of contributions to the specified components of the objectives;

(4) Analyze the differences among alternative plans which reflect different emphasis among the specified components of the objectives;

(5) Review and reconsider, if necessary, the specified components for the planning setting and formulate additional alternative plans as appropriate; and

(6) Select a recommended plan from among the alternative plans based upon an evaluation of the trade offs between the objectives of national economic development and environmental quality and considering, where appropriate, the effects of the plans on regional development and social well-being.

A. Specification of Components of the Objectives

At the outset and throughout the planning process, the responsible planning organization will consult appropriate Federal, regional, State, and local groups to ascertain the components of the objectives that are significantly related to the use and management of the resources in the planning setting. These will be expressed in terms of needs and problems.

The components selected for use in formulating alternative plans should be of concern to the Nation, and the components should be those that can reasonably be expected to be substantially influenced through the management and development alternatives available to the planner. The components of objectives for which plans are formulated can be expected to change over time and between areas of the Nation as preferences and possibilities change and differ. These changes will be reflected in the Water Resources Council's Standards.

The objectives for which plans are formulated can also be expected to change over time as preferences and possibilities change. Changes in objectives will be accommodated only through revision of these principles.

The specified components will be defined so that meaningful alternative levels of achievement are identified. This will facilitate the formulation of alternative plans in cases where there may be technical, legislative, or administrative constraints to full achievement of objectives.

B. Evaluation of Conditions Without a Plan

The identification of the specified components of objectives will necessarily involve an appraisal of future economic and environmental conditions expected without the plan as compared with those desired by people for the planning area. In addition, a sufficient inventory and appraisal of the water and land resource base of the planning area will be necessary.

C. Formulation of Alternative Plans

The planning process involves an evaluation of alternative means, including both structural and nonstructural measures, to achieve desired effects.

Based upon identified needs and problems, alternative plans will be prepared and evaluated in the context of their contributions to the objectives. This involves comparisons between objectives, and it will be necessary to formulate alternative plans that reflect different relative emphasis between the objectives for the planning setting.

The number of alternative plans to be developed for each planning effort will depend upon complementarities or conflicts among specified components of the objectives, resource capabilities, technical possibilities, and the extent to which the design of additional alternative plans can be expected to contribute significantly to the choice of a recommended plan. Because planning staffs are limited, emphasis should be placed on examination of those alternative waters and land-use plans which may have appreciable effects on objectives.

With respect to the number of alternative plans there will be a continuing dialog among the Water Resources Council, river basin commissions, and other planning groups, emphasizing on the one hand the need for national guidelines and overview of objectives for which alternative plans are formulated, and on the other the special insights into local planning situations that field level teams may develop.

Appropriate methods and techniques for estimating beneficial and adverse effects will be used to provide reliable estimates of the consequences and feasibility of each alternative plan.

One alternative plan will be formulated in which optimum contributions are made to the national economic development objective. Additionally, during the planning process at least one alternative plan will be formulated which emphasizes the contributions to the environmental quality objective. Other alternative plans reflecting significant physical, technological, legal or public policy constraints or reflecting significant trade-offs between the national economic development and environmental quality objectives may be formulated so as not to overlook a best overall plan.

Major increments proposed for addition to a plan intended to serve a single component of an objective will be included only if the beneficial effects on that component of the addition outweigh the adverse effects. For example, an increment to an alternative plan proposed for the national economic development objective would be added only if the additional beneficial effects exceeded the additional adverse effects, and similarly for the environmental quality objective. For plans emphasizing some combination of objectives, the incremental rule applies to the combination of objectives that is relevant.

D. Analysis of Alternative Plans

The display of beneficial and adverse effects for each alternative plan will be prepared so that the differences among alternatives can be clearly shown and accurately analyzed. The analysis will provide the rationale for the selection of a recommended plan and the underlying evaluation of the various alternative plans. This analysis will provide the information on which the planning organization and others can base judgments as to the most desirable mix of beneficial effects as compared with the adverse effects.

The trade offs among alternative plans should be displayed as fully as possible for the components of all objectives and where appropriate for effects on regional development and social well-being to facilitate administrative and legislative review and decision.

E. Reconsideration of Specified Components of the Objectives

As planning proceeds, the specified components will be reviewed and reconsidered as appropriate. This reconsideration may result from new information, revised projections, changes in policy, or technological innovations. Reconsideration of components may result in modifying alternatives or developing additional alternative plans.

F. Plan Selection

From its analysis of alternative plans, the planning organization will select a recommended plan. The plan selected will reflect the relative importance attached to different objectives and the extent to which the two objectives can be achieved by carrying out the plan.

The recommended plan should be formulated so that beneficial and adverse effects toward objectives reflect, to the best of current understanding and knowledge, the priorities and preferences expressed by the public at all levels to be affected by the plan. A recommended plan must have net national economic development benefits unless the deficiency in net benefits for the national economic development objective is the result of benefits foregone or additional costs incurred to serve the environmental quality objective. In such cases, a plan with a less than unity benefit-cost balance may be recommended as long as the net deficit does not exceed the benefits foregone and the additional costs incurred for the environmental quality objective. A Departmental Secretary or head of an independent agency may make an exception to the net benefits rule if he determines that circumstances unique to the plan formulation process warrant such exception.

In addition to the recommended plan with supporting analysis, other significant alternative plans embodying different priorities between the objectives will be presented in the planning report. Included with the presentation of alternative plans will be an analysis of the trade offs among them. The trade offs will be set forth in explicit terms, including the basis for choosing the recommended plan from among the alternative plans.

VI. SYSTEM OF ACCOUNTS

A system of public information accounts will be established that displays beneficial and adverse effects of each plan to the objectives and beneficial and adverse effects on regional development and social well-being and provides a basis for comparing alternative plans. The display of beneficial and adverse effects will be prepared in such manner that the different levels of achievement in each account can be readily discerned and compared, indicating the trade offs among alternative plans.

For purposes of accounting, the distribution of beneficial and adverse effects will be shown to whomsoever they accrue. This will include display of the distribution of effects to regions, income classes, and interest groups relevant to the particular plan and will reflect the cost information specified in Section VII below. The system of accounts will display the beneficial and adverse effects in relevant regions in relation to the rest of the Nation. The Water Resources Council will establish a procedure for relating regional accounts to the rest of the Nation. The use of such reporting regions will not, however, rule out the use of other regions whose delineations are important in measuring beneficial or adverse effects on regional development.

VII. COST ALLOCATION, REIMBURSEMENT, AND COST SHARING

A. Cost Allocation

On the basis of the identification provided for in the system of accounts for beneficial and adverse effects, an allocation of appropriate costs shall be made when an allocation of costs is required for purposes of establishing reimbursement levels, pricing policies, or cost sharing between the Federal Government and non-Federal public and private interests. Each objective and each component of the objectives shall be treated comparably in cost allocation and each is generally entitled to its fair share of the mutual advantages resulting from a plan.

B. Reimbursement and Cost Sharing

Reimbursement and cost-sharing policies shall be directed generally to the end that identifiable beneficiaries bear an equitable share of cost commensurate with beneficial effects received in full cognizance of the planning objectives. Since existing cost-sharing policies are not entirely consistent with this approach to planning water and land resources, these policies are being thoroughly reviewed after which changes will be recommended.

VIII. NATIONAL PROGRAM FOR FEDERAL AND FEDERALLY ASSISTED ACTIVITIES

The principles set forth in this document are concerned with alternative plans for individual projects, States, regions, or river basins. The evaluation, systematic display, and comparison of alternative plans for a project, State, region, or river basin provide the basis for selecting a recommended plan.

The formulation of national programs for Federal and federally assisted water and land resource activities requires that priorities be established among recommended plans for projects, States, regions, and river basins. The system of accounts, together with other criteria, such as available budget resources, national policy toward the environment and public and private investment alternatives, will provide a basis for formulating national programs.

IX. IMPLEMENTATION OF PRINCIPLES

The Water Resources Council will implement these Principles by establishing Standards for planning water and land resources in accordance with the Water Resources Planning Act.

The Water Resources Council will establish Procedures as necessary to carry out the established Principles and Standards.

Included in the Water Resources Council's Standards and Procedures will be provision for coordination, among Federal and State agencies and among public and private interests affected by water and land resource plans.

The Council will also specify appropriate Procedures for the review and transmission of planning reports to States, Federal agencies, the Office of Management and Budget, the Council on Environmental Quality, and the Congress. The Council may also provide for review of individual project studies to determine their relationships to regional and river basin plans and their conformance with the Council's evaluation Standards. The Council will consider any unresolved coordination problem.

The Water Resources Council will foster needed training and development of manpower, improvements in mathematical and other planning tools, and research to increase the efficiency of planning efforts. The Principles, Standards, and Procedures should be based at any given time on the best available interpretation of conceptual and impirical bases for planning water and land resources. The Council will encourage and support needed improvements in the application of the conceptual and theoretical planning and decisionmaking framework upon which these Principles are based. The Council will also encourage and support improvement in the conceptual and theoretical framework.

The Council in its Standards and Procedures will make adjustments for deviations from the Principles that may be required by law or Executive order.

The Water Resources Council will review these Principles from time to time and after consultation with others will recommend improvements for consideration of the President.

X. APPLICATION AND EFFECT

These Principles for Planning Water and Land Resources shall be implemented by the Water Resources Council and shall be applied by river basin commissions, other Federal-State organizations, and each of the Federal departments and agencies. The Office of Management and Budget, the Council on Environmental Quality, and other organizations in the Executive Office of the President will use these Principles in their review of proposed project, basin, or regional plans.

The Policies, Standards, and Procedures in the Formulation, Evaluation, and Review of Plans for Use and Development of Water and Related Land Resources, approved by the President, May 15, 1962, printed as Senate Document No. 97, 87th Congress, 2d Session, together with Supplement No. 1 thereto, June 4, 1964, "Evaluation Standards for Primary Outdoor Recreation Benefits," and the amendment of December 24, 1968, 18 CFR § 704.39, "Discount Rate," are revoked.

These Principles, the Standards promulgated in connection therewith, and the above revocation shall take effect 45 days following the date of their publication by the Chairman of the Water Resources Council in the Federal Register.

Approved. September 5, 1973

Richard Nixon

b

Keynote Address presented by Montana Fish and Game Director, Bob Wambach, to the Soil Conservation Society of America Meeting, 3/18 at Missoula, MT

Presentation to Soil Conservation Society of America

March 18, 1977

"New Directions in Century Three"

The things I am going to say today may seem to many (or most) of you as irrelevant or presumptuous--and they may be. But I am going to tell it like I see it. I had a nice talk prepared by members of my staff--which covered a few current problems and commented on a few specific challenges that we are currently facing. This is probably what you expected to hear and I probably should have used it. But, from my perspective, it dealt with trivia, and at the last moment I decided to tell you what is actually on my mind. The extent of critical grizzly bear habitat, the minimum flow in the Yellowstone River, and the sediment level in the Flathead River, etc., are important issues (and I don't mean to imply that they are not). But they pale in comparison when you consider the potential collapse of our social and economic structure (a la Great Britian and Italy) or when you take a global view of resource allocations vis-a-vis population trends.

I am going to paint a picture that may seem more like social revolution than simply a new challenge to resource managers or land use planners. In doing this I may seem out of phase with the rest of you. This is a malady that I have suffered from all of my life. I seem to hear a different drummer than everybody else. I was a Russophile during the McCarthy era; I was an avid environmentalist for years before Earth Day; and now I am going to advocate comprehensive, central planning when everyone else seems to be on a nostalgia kick that glorifies the old laissez faire system of social and economic structure.

I feel justified in taking this broader, more philosophical tone because my talk is billed as the keynote address (which gives me more latitude); and because Messrs. Haderlie, Zaidlicz, and Torheim will be talking about specific and current planning efforts. If I were to talk specifics, I would be either duplicating or contradicting them--and I would rather do neither.

New Directions in Century Three

Before we can speculate about "new directions," we must know where we *are* and where we have *been* over the past two centuries. The future derives from the past . . . as surely as maturity derives from youth.

I would like to trace this time line from the perspective of man's continuous quest for power, wealth, and advantage. When our ancestors came to this continent it was in search of land--new land that was not encumbered by centuries of historical and traditional tenure--new land that was available to the poor, the ignorant, and the underprivileged--new land that provided opportunity and hope. *Land* was the base from which wealth, power, and advantage were sprung. Land provided food, fiber, and most materials used in commerce. The landowner was a man of substance and stature, with prospects for a prosperous future. And this remained true well past the end of our first century as a nation. Public land was doled out to individuals (homesteaders, miners, timber barons, etc.) so that the nation could capture the wealth that was vested in the land--and so that our people could reap the benefits associated with this wealth. The pioneer spirit (i.e., freedom, independence, self-reliance, derring-do, risk-taking, and competitiveness) were fostered and honored. The strong survived and prospered; the weak fell by the wayside. It was an exciting and romantic era, but like all eras it eventually came to an end.

The steam engine, the railroad, electricity, the assembly line, and all the other implements of industrialization ushered in a new era. *Capital* became the new basis of wealth, power, and advantage. Money, not land, became the measure of a man. The pioneer was replaced by the entrepreneur as the model that ambitious young men chose to emulate. Urban populations began to grow, while rural populations leveled off. Public lands were no longer given away on a wholesale basis; instead, they were set aside in forest reserves, parks, and other public categories. The government began to assume responsibility for human welfare--in the form of education, health care, social security, etc. Money was doled out, in much the same fashion as land had been doled out during our first century; and for much the same reason; i.e., to share the wealth and achieve some modicum of equity in our society. This era lasted about 60 or 70 years and takes us up to the end of World War II (or thereabouts).

The new era that began at that point has been recognized or acknowledged by only a few important authors--but in my mind it is very real and extremely significant. In this era (period) technology became the basis for wealth, power, and advantage. The computer, television, air transport, atomic energy, etc., etc., became the hallmarks of our socio-economic system. Because of mind boggling advances in communications and transport, our nation became essentially a single community, and the entire globe became almost completely accessible. And underlying all these advances were the educated brains of the technocracy--the scientists, the engineers, the technicians, the mechanics, and so on. The firm or the agency that could control these brains had the same advantages that landowners and capitalists had during previous eras. And the individuals who possessed these technical skills had the ticket to success. Government fostered the development of these skills by means of the GI Bill, by supporting higher education, by financing research, and by putting a major part of the technocracy on its own payroll.

And I might note in passing that the era of capitalism and the era of technocracy have had major impacts on our land. Corporate farms replace family farms; sophisticated machines replace hand labor; strip mining replaces underground mines; water, minerals, and energy are transported to wherever they are needed--or wanted, etc. Land is no longer the basis of wealth, it is wealth and it is being exploited at an accelerating rate.

But let me go on with my story. Are we still in the middle of this era of technocracy? There is no way to answer that question from our time perspective; future historians will have to be the judge. But there was certainly a major dislocation or shift in direction that occurred on Earth Day in 1970. The mushrooming of anti-technology sentiment; the rush of environmental legislation; the growing awareness of impending shortages of energy, food, and other resources--and similar phenomena--could certainly suggest that we have entered a new era, or at least that we are in the midst of a major aberration (an atypical period within the era of technocracy).

My personal opinion is that we have not entered a new era. I think we are in the interim between eras. We are experiencing a serious backlash to unfettered, undirected, hell-bent, technological development. As the author of Future Shock describes it, we are suffering from "the premature arrival of the future." The symptoms of our malady are environmental extremism, anti-government sentiment, social and economic floundering, and unnecessary

pessimism. This situation cannot persist because it is negative, destructive, and contrary to the best interest of humanity. As soon as we learn to harness technology, to control the rate of development, and to regulate our socio-economic institutions--then we will move on to the next era in the American saga.

I don't know what this next era will be like, but I am absolutely condifent that it will be characterized by a highly sophisticated and comprehensive system of planning. Planning will become the basis of power, wealth, and advantage--replacing land, capital, and technical know-how. I am sure that government will play a role in the development of this new power base (as it has in all previous eras) but I would not expect it to overtly dominate the planning effort--as is done in communist or socialist systems. It is more likely to get involved in training and the development of methodology. It will provide guidance and incentives. And it will stimulate, coordinate, and regulate.

As recent as 20 or 30 years ago, the kind of comprehensive planning that I am going to describe to you would have been anathema to most Americans--a communist plot designed to undermine the American way of life. But, just as we have learned to accept social security, racial integration, and the Japanese and Germans as allies, we are rapidly becoming adjusted to "planning" as a legitimate and desirable activity. Most of us in this room regard with pride and satisfaction the NEPA, the BLM Organic Act, the National Forest Policy Act of 1976--and similar legislation. Our fellow citizens accept without serious question the activities of the Federal Reserve Board, the Office of Management and Budget, the numerous federal and state regulatory agencies, and so on. The fact of the matter is that Americans have already accepted the fact that government planning and regulation--and the abridgement of private rights that necessarily accompany these kinds of activities.

All that remains is to find a better and more effective way of doing the planning. What we have now are piecemeal plans, based on inadequate data. Our plans have no continuity in space or time; and they are vulnerable to attack from all kinds of critics, malcontents, and gadflys. We desperately need:

1. Greater Sophistication--We need better data, better methodology, and more continuity. Most of all, we need more definitive goals and objectives.

2. Better Integration Among Plans--We must achieve a more meaningful interface between various

agencies, programs, and levels of government. We need a better handle on interactions, trade-offs, and conflicts.

3. Enforcement Provisions--Plans are worthless unless they are implemented and adhered to. Plans need public acceptance and the force of law behind them. We need discipline, commitment, and follow-through.

The kind of planning that I am talking about is so complex and so difficult, and it must be done on such a massive scale, that it most certainly will rank as the grandest undertaking ever pursued by the human race. It will have to be far more sophisticated and complex than the economic planning currently done in the Soviet Union. The Soviet system is relatively simple because the government controls everything--i.e., all means of production, all resources, all social institutions, all education and training facilities., etc. The American planning system by comparison will have to deal with almost infinite diversity --including individual freedoms, changing institutional structures, private ownership of resources and production facilities, an unpredictable political system, etc.

At first thought the task would seem impossible. But, after a little reflection, one becomes more optimistic.

For one thing, we have already developed many sophisticated subsystems that clearly demonstrate our abilities. A quick study of our transportation and communications systems (including satellites, direct dialing telephones, television etc.), or of our petroleum industry, or our agricultural commodity market system, etc., will demonstrate our ability to deal with complex systems very effectively. The systems are not perfect, but advances have been so spectacular in recent years that they almost stagger your imagination.

Another reason to think we probably can develop the sophisticated planning system that I am alluding to simply contemplate the technical capabilities that we already have at our disposal--e.g., almost unlimited computer power; organizational skills and technical know-how that is sufficient to get us to the moon and Mars; instant communications, and so on.

I am also made confident about the potential for such a planning system by the fact that I see no alternative. Without better planning, I think our socio-economic system is likely to decline and maybe even collapse--as we already see in England, Italy, and elsewhere. The alternatives to a

more structured and tightly planned society appear to be a reduction in our material standard of living, continued shortages of certain resources, social unrest, etc.--and at some point perhaps even war or revolution. If better planning will help to prevent these alternatives, we have little choice.

I can't describe this new, sophisticated and comprehensive planning system--no more than anyone else could. The fact is that the system will have to evolve and be developed over a period of many years. But, I think I can point out some of the components, e.g.:

1. We will need tremendous improvements in our data base. This implies massive new inventories of resources, people, institutions, events, and phenomena. To assimilate and integrate this information we will need innovative new methods, new computer hardware, and huge numbers of specially trained scientists and technicians.

2. We will have to establish new kinds of linkages among branches of government, economic sectors, social elements, time periods, nations, etc. Agencies will have to interact more effectively, professional specialists of different sorts will have to become more tolerant of each other. Special institutional arrangements will have to be created to provide for coordination and integration, etc. The thing that will set these kinds of plans apart from our current efforts will be their comprehensiveness.

3. We will need vast amounts of new information and knowledge--(as distinct from inventory data). This will require a new "directed" approach to science and research. It will require new kinds of information exchange (i.e., storage and retrieval systems). It will require a new approach to higher education, with much more emphasis on job or career preparation; and major new efforts in continuing education. Major research efforts will have to be directed at the measurement and prediction of tradeoffs and interactions (e.g., if we want more natural gas, what do we give up? or if we want more wheat, what do we give up? etc.).

4. We will have to do a much better job of defining our national, regional, and local goals. And, these goals will have to be expressed in operational terms, and they will have to be reasonably stable or constant. A plan is meaningless unless it is designed to achieve specific goals and objectives.

5. The planning process will involve the public in the setting of goals, the establishment of policy, and in some

kind of advisory or monitoring role. But this will have to be done in an orderly, structured, and legitimate manner (e.g., through elected or appointed bodies).

6. There will obviously be a loss of some individual freedoms and privileges associated with this more rigorously planned socio-economic system. Americans will surely insist that certain cherished freedoms be protected--e.g., social mobility, equality of opportunity, the pursuit of happiness, etc. But certain others will be compromised--e.g., private ownership rights will be modified, private wealth will be more difficult to accrue, etc. In general, the individual will be forced to defer more often to society--to the general welfare. This will have to be seen as a necessary tradeoff (gaining security, comfort, peace, and equity at the cost of some independence and individualism--and more conformity. (This is a continuation of existing trends.)

Things we cannot tolerate in this new Planning System:

1. Anarchy: Arbitrariness, inconsistency, indecisiveness, and ambiguity cannot be tolerated. In it are the seeds of system failure! (second guessing, obstructionism)

   We must have discipline, dedication, self sacrifice, etc.

   We must have leaders, and followers!

2. Bureaucratization: (in its negative sense)

   We must be aggressive, flexible, innovative, etc.

   We must build in: competition, excitement, opportunities for leadership, adventure, rewards for achievement, etc.--the things that helped us advance under previous conditions.

3. Distorted Democracy--in which everyone has a voice in everything . . . without regard for his level of knowledge, his understanding, his motives, or his intentions. People need representation and they are entitled to fair and equitable treatment. They deserve equal access to the necessities and to the good things in life--including education, health care, good jobs, cultural amenities, etc., etc. But, the individual must be subordinate to society at large! We cannot tolerate tyranny, terrorism, intimidation, obstructionism, or any other form of antisocial behavior--for the simple reason that it puts us all in jeopardy. The ideal world of Buddah, Jesus Christ, St. Francis of

> Assisi, or the modern environmental saviors . . . simply does not exist. Our world (the real one) has too many people, too few resources, and a socio-economic system that is too complex. We can't feed ourselves with small family farms; we can't accommodate the aspirations of emerging nations with a stagnant economy; and we can't leave a decent bequest to future generations without new technology and new social institutions. Change is traumatic, but the alternative to change is chaos and system failure.

The intent and purpose of this sophisticated and comprehensive planning will be to supply the needs of our people on a reliable and predictable basis. Rates of production (and consumption) will be predetermined (e.g., how much timber, coal, food, etc.--of what kind and from what source, etc.); prices for most commodities and services will be fixed; wage rates will be standardized; the rate of growth in our economy (and the kind of growth--i.e., whether in primary industries, consumer oriented industries, export oriented industries, etc.) will be strictly controlled; environmental, social, and cultural constraints will be imposed on the system. An so on.

Put in this kind of language, this new era that I am postulating for Century Three sounds foreboding and unpalatable to freedom-loving Americans. But the fact is that we are already well on our way into this system. Our government already exercises significant control over the production of many sensitive materials--by regulating prices, subsidies, and in some cases actually setting quotas (witness: energy, fuel, rare metals, food, etc.). The government already exercises major control of wages, via minimum wage laws by the actual employment of millions of workers, by controlling the retirement incomes of millions of people, etc. The government already tries very hard to control the pattern and rate of economic growth by the overt use of monetary and fiscal policy, by the control of international trade, and in some cases by the actual ownership or direct control of the means of production (e.g., public lands, the merchant fleet, the defense establishment--and the huge federal budget). The government already controls interstate commerce and foreign trade, it regulates the communications and other major service industries, it has taken responsibility for protection of the environment, for education, health care, public safety, and so on and on.

The simple fact is that our society has already accepted the need for a regulated and planned economy. Some segments remain unhappy about the very idea, and most of us complain about performance of the system; but the reality of its existence cannot be denied--nor can the inevitability of its continued growth.

To me the handwriting on the wall is crystal clear. Our planning system will surely become more pervasive; it must clearly become more sophisticated (in a technological sense); and it will undoubtedly become the dominant force in our lives--individually and collectively. Planning will become the basis of wealth, power, and advantage--i.e., the critical factor in our socio-economic system; replacing the land, capital, and technology of earlier eras. It will not only determine, it will be the very essence of our "new direction in Century Three."

What does all this mean to us, as resource managers? Well, to my way of thinking it means that we should make a maximum effort to be in the vanguard of this new era--i.e., this era of comprehensive and sophisticated planning. Segments of our society still reside, philosophically and ideologically, in bygone eras. But the world that land barons, capitalists, and technocrats believe in, no longer exists--at least not in the sense that they believe it does. Neither land, capital, or technology is the key to the future. To think so is to put your faith in an outmoded idea, and this will almost certainly work to the determent of the resources that we are trying to protect and use in a rational way.

But it is not sufficient to simply reject these outmoded schemes. . .or to simply understand that they are no longer adequate as socio-economic models. The current "counter-culture" which, in rejecting these old schemes, substitutes a sinister form of anarchy, is even more dangerous. This counter-culture is naive, negative, and self-destructive. To deny the importance and the vital role of land (including fossil fuels, minerals, water, etc.), capital (including our industrial suprastructure), and technology (including the brains and skills of our scientists, engineers, and technicians) is a sin of much greater magnitude than simply "living in the past." The industrialist who still harbors a nostalgic belief in old-fashioned, free-enterprise capitalism can be a drag on modern society. He slows down the evolution of our socio-economic system, and may cause unnecessary conflict, controversy, and trauma. But the anarchist is actively and

unquestionably destructive--to the point where our very survival is put in serious jeopardy.

What is needed is an understanding of where we are going. It must be clear that land, capital, and technology are vital ingredients of today's world, and of any conceivable future world--but that our recent failures were due to our inability to properly control the use and mixture of these ingredients. To put it simply, the system has gotten so big, and cumbersome, and complex--and governments have thrown so many monkey wrenches into the works--that is can no longer function effectively under a laissez-faire, hands-off guidance system. It may seem presumptuous to argue that the solution lies in better planning--i.e., in a comprehensive, sophisticated planning system that controls and regulates the use of the factors of production. It is not only presumptuous, but it is probably also distasteful and unwelcome. But I believe that it is coming--that it is inevitable--and that it will constitute the next identifiable era in our socio-economic evolution. Planning will no longer be a sideline or frill, it will be the essence of our programs. It will be the "New Direction in Century Three."

If I am right, then the major new efforts at planning that most natural resource agencies are becoming involved with are just a start. They should be viewed, not as the culmination of a large arduous period of professional effort, but as the crude beginning of a whole new era--and we should begin this era with a spirit of excitement and challenge. We should take a position in the vanguard and vow to remain there. Let's not just get on the bandwagon, let's get into the driver's seat.

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